



Government of Bengal
Revenue Department

Report on the
Administration of Bengal
1927-28

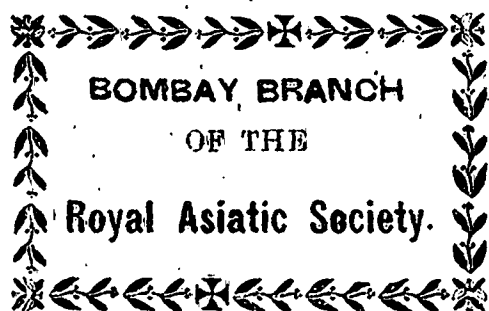


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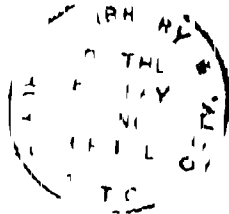
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Bengal Administration Report, 1927-28.

Introduction.

The Report is, as usual, divided into two parts. Part I gives a summary of the most notable facts of the financial year under review and in some matters, e.g., the Political, the Legislative Council, brings the record down to the end of 1928. In Part II, a detailed account is given of the various branches of administration based on departmental reports. Where necessary, references have been given to the more comprehensive Administration Report of 1921-22 for supplementary information.

Part I.—General Summary.

I.—Political.

In the opening of the year 1928, public attention was concentrated on the coming of the Simon Commission to Bengal and the proposed boycott was the principal subject of discussion among the politically-minded. The boycott was vehemently supported by all Hindu Swarajists, who employed every possible means to make it a success. The Calcutta Corporation decided by a majority to close its offices, schools, workshops and stores on the 3rd February, the day fixed for the Commission's arrival in India. During the five days preceding the 3rd, no less than twenty-eight meetings were held in the various squares of Calcutta and its suburbs, and were addressed by some ninety Congressmen, the leaders frequently addressing five or six meetings in the same evening, and the city was covered with a flood of pamphlets.

Indian
Statutory
Commission.

2. On February 3rd, when the Simon Commission arrived in Bombay, the long expected "hartal" started and proved to be almost entirely a Hindu affair. The Muhammadans held aloof. The shops in the markets were mostly closed, with the exception of the butchers and stationers. In the business streets Hindu shops were closed. At Burra Bazar business stopped. On the other hand, hackney carriages were to be found in the main

streets outside the Indian quarter, and Muhammadan and Anglo-Indian taxis plied for hire. The Tramways Company maintained its normal service, except during the disorders in Russa Road. These disorders arose from "peaceful" picketing, which made the "inactivities" of the "hartal" difficult to distinguish from violent rioting. The picketing included derailing of tram-cars by placing lumps of metal wrapped in paper on the lines, and bombarding of tram-cars with bottles, large pieces of metal, and even iron bars. Although all the tram-cars running were damaged, and fourteen drivers and sixteen conductors were treated in hospital for their injuries, the staff with the help of the police succeeded in keeping the tramway service going.

3. Many of the schools and colleges were kept open, but few students attended except at the Madrasah and Islamia College. For some hours there were violent disturbances at the Presidency College and the police had to clear the streets. Several sergeants and constables were injured by brickbats. There was a marked lack of discipline at the City and Scottish Churches Colleges, and in the Bethune College for girls, there was a strike.

4. In the rest of Bengal the "hartal" was observed in varying degrees. Bar libraries were closed, though pleaders attended the Courts. With few exceptions schools were closed, and those which remained open were but meagrely attended. In many cases the employees of municipalities and other local authorities suspended work for the day. Motor bus services were restricted, and the supply of hackney carriages and taxis was less than usual. As in Calcutta, the "hartal" was chiefly observed by Hindus. The Muhammadans generally refused to participate, and in Faridpur the Namasudras were in open opposition.

5. Immediately after the "hartal" of February 3rd, an attempt was made to start a boycott of British goods, as a protest against the Commission, and six or seven hundred volunteers were enlisted in Calcutta. But the enthusiasm soon flagged, and no appreciable variation in the cloth trade was observed. The propaganda for the curtailment of jute cultivation also failed. In spite of vigorous efforts by the Swaraj Party in general, and by Mr. Subhas Chandra Bose in particular, no effect was made on the acreage sown with jute. There seemed also to be little real feeling behind the movement to boycott the Commission. It was a party cry and therefore had to be supported with strong language and meetings of students, of which the Swarajist press duly reported that great enthusiasm prevailed. But it never became a popular cry, and it is probable that the mass of the people neither knew nor cared why the Commission had come, but regarded all the fuss made about it as part of the ordinary

anti-Government propaganda. Owing to the lack of interest, the Swarajist leaders abandoned the idea of having another "hartal" on the day when the Commission were due to arrive in Calcutta. The Commission arrived quietly on the 20th, and were well received by the representatives of the large sections of the people which preferred co-operation and courtesy to the Congress policy. The well-organised clamour of the Swarajist party in Bengal is apt to obscure the fact that they do not represent a majority of the population. A little more than half the population is Muhammadan and not Swarajist. Of the other half more than a third belong to the lower castes, often described as the depressed classes, and these, so far as they have succeeded in giving expression to their views, are by no means supporters of the Congress policy. The Swarajist party represents a majority, probably a large majority, of the higher castes and the more educated Hindu classes, but even amongst them, as the Commission were to find, there is a considerable minority of no small influence that does not accept the mandates of the Swaraj party.

6. This position was illustrated in July when the Government proposal to appoint a committee to assist the Commission came before the Legislative Council. The representation of the lower caste Hindus in the Council is very small, but whilst the Swarajists were solid against the proposal, all but two Muhammadans supported it, and a small Hindu party distinguished themselves by first voting against a Swarajist amendment to secure indefinite postponement and then voting against the Government proposal. A member of this group afterwards stood for election to the Committee and was elected. The proposal was carried by 72 votes to 50. The debate was marked by a fierce Muhammadan denunciation of the support given by the Congress leaders to the Hindu Mahasabha, which had driven the Muhammadans out of the Congress.

7. The debate defined the attitude of the various parties towards the Commission. In the election of the Committee to assist the Commission the Swarajists took no part, whilst the Muhammadans combined to secure a majority on the Committee; the result was that four Muhammadans, two Hindus and one European were elected. The publication of the report of the Committee of the All-Parties Conference served further to define the fundamental difference between the Congress party and the Muhammadans in Bengal. The latter saw in the Committee's proposals the spectre of Hindu domination and were confirmed in their determination to press the constitutional demands of their community before the Commission. The former,

driven by the spirit of extremism, found themselves divided between a lukewarm support of the Committee's scheme and the demand of the extremists for complete independence. The result was that when the Commission came to Calcutta on the 21st December, they were welcomed by the Muhammadan, European and Anglo-Indian Communities and also by the moderate Hindu minority, whilst after a period of divided counsels the Congress Party, influenced perhaps by the completeness of the police preparations to prevent disorder, abandoned demonstrations against the Commission and confined their energies to the organisation of the Congress and the welcome to its President, who was brought to Calcutta on the day of the arrival of the Commission, postponing the demonstration against the Commission until its return from Assam on the 12th January.

**Legislative
Council.**

8. In other matters which came before the Legislative Council the division between the two chief communities was less clearly marked than it was in their attitude towards the Commission. The Swarajists in all matters remained a compact party and the party whip was almost invariably obeyed. The Muhammadans were divided into groups based more on personal adherence to various leaders than on political tendencies, though the group which followed Sir Abdur Rahim was usually in opposition to the Government and often voted with the Swarajists whilst the other groups were more inclined to support Government. It was often a matter of uncertainty whether in any particular division Government would be supported by a majority, and they were sometimes deserted even by the followers of the Ministers, but generally they were able to muster sufficient votes in matters of importance. This is illustrated by the voting on the demands for grants. Only two demands were refused, one being the salary of the Vice-Chancellor of the Calcutta University, a new proposal for which little was said even on the Government side, and the other for an increase in the pay of various ranks of the police, which met with the lack of sympathy customary in questions affecting the police. On the other hand, numerous token cuts were carried against Government. These token cuts were almost all moved in respect of demands for reserved subjects, though one, which drew attention to alleged abuses in the grant of liquor licenses, affected the Excise Department. It would appear that they are generally regarded by members of the Legislative Council as affording suitable occasions for the ventilation of complaints against the departments dealing with reserved subjects, and the attitude taken on them by any member is not regarded as affecting his party adherence. The token cut was also used to indicate to Government the views of the Council on matters of policy. It was used for this purpose in August on

a supplementary demand for Famine Relief, when a majority in the Council re-asserted the view taken in July on a motion for adjournment that Government's measures for the relief of distress were inadequate. Another striking example of this use was the motion that the demand for Charges of Administration in the Land Revenue grant be reduced by one rupee, which was made to mark the Council's disapprobation of the delay in introducing the Tenancy Act Amendment Bill. The motion was carried by 76 votes to 29, members from all sides of the House, including 10 from the European group, joining in this condemnation of delay.

9. When the Tenancy Act Amendment Bill was introduced it produced a remarkable effect upon the Council. In a matter vitally affecting the interests of so large a part of the people, the Swarajists were no longer able to follow their standard policy of unvarying opposition to Government, nor were they able to vote against the interests of the many landlords and tenure-holders among their supporters. On the other hand, the sympathies of most of the Muhammadan members were with the tenants. As the Bill followed the middle course, some of its provisions being regarded as favourable to the landlords and others to the tenants, the Government were for once in the happy position of being a middle party with sufficient support from one side or the other to carry most of their proposals. The questions at issue were familiar to most of the members of the Council, and the debates were marked not only by the success with which the clauses were defended by the Revenue Member and his official supporters but also by the capable presentation of their views by other members. The speeches, especially in the latter stages, were brief and to the point; non-co-operation and obstruction had vanished and the Council dealt in a business-like way with a Bill in which it was interested. The claiming of frequent divisions of which the result could not be in doubt caused some delay; but the Muhammadan champions of tenants' rights were not willing to forego the political advantage of forcing the Swarajists to vote with Government and demonstrate in the lobbies their support of the landlords against the tenants.

10. Other Bills which passed through the final stages were of less importance. The preference of a majority of the elected members for non-official control in matters of administration was shown in the amendments to the Bengal Village Self-Government Bill, which were carried by a small majority, transferring control from Commissioners and District Magistrates to District Boards. As the Government were unwilling to accept this change in principle, the Bill was dropped. Later in the year a private

Bill to deprive the District Magistrate of his control over the village police and to give it to the Union Boards was passed by the Council. A similar predilection for non-official control was shown when the Bengal Medical Amendment Bill was before the Council. An amendment which would have entrusted the appointment of the President of the Medical Council to the Legislative Council rather than to Government was defeated only by the casting vote of the President.

11. The Dacca University Amendment Bill was opposed by the Hindu members of the Council but solidly supported by the Muhammadans. The influence of communal feeling on educational questions was again apparent when the long expected Bengal (Rural) Primary Education Bill made its appearance. The Council agreed to refer the Bill to a Select Committee, but owing to the desire of each community to strengthen its representation increased the number of the committee from twelve to thirty-two. A private Bill dealing with the problems of the Calcutta University was more fortunate, Muhammadan attempts to add members to the Select Committee being defeated. The help of the European group enabled the Swarajist party to defeat a motion for the circulation of this Bill which was supported by the Muhammadans and Government. .

12. On questions affecting the Ministry, the Council reaffirmed their view that a Ministry should continue, but were more divided on the question who the Ministers should be. The Swarajists got no outside support for their motion for the refusal of Ministers' salaries, and were defeated by 80 votes to 40. But other forces came into play when a few days later Maharaja Shashi Kanta Acharjya Chaudhuri moved motions of no-confidence in the two Ministers, and the motions were only defeated by narrow margins. On this occasion several Muhammadans followed Sir Abdur Rahim in attacking the Ministers, and the mover also had the support of a few non-Swarajist Hindus in addition to the solid vote of the Swarajist party. A Swarajist speaker in supporting the motion stated that there was no constitutional question involved except for members of the Congress party and that for everybody else it was a question of personal ambition and greed for office. An excited crowd below the Council Chamber demonstrated against the Ministers, and a disgraceful scene ensued in which the supporters of the Ministers were hustled by a hostile crowd.

**Swaraj
Party.**

13. Neither in the boycott of the Commission nor in the Legislative Council did the Swaraj Party meet with much success, and they received a further set-back early in April when Mr. Subhas Chandra Bose was defeated at the election of the

Mayor of the Calcutta Corporation, owing to a coalition of most of the Muhammadan members with the parties opposed to the Swarajists. There were also signs of differences between the older leaders and Mr. Subhas Chandra Bose. At the Bengal Provincial Congress Conference early in April Pandit Jawaharlal Nehru's Madras resolution demanding complete independence for India was adopted on the motion of Mr. Subhas Chandra Bose and indicated the latter's adherence to the more extreme wing of the Congress. The older leaders were successful in securing the leading positions for their nominees when the committees were formed for the Indian National Congress to be held in Calcutta at Christmas. There was, however, a good deal of discontent among the District Congress Committees at the exclusion of local leaders. The number of Muhammadans present at the Provincial Congress Conference in April was noticeably small, and Hindu and Muhammadan each blamed the other for the communal tension which was so apparent from the outcome of the All-Parties Conference at Bombay. At the end of July the resolution of Sir Abdur Rahim demanding Dominion Status and self-government for India was adopted by the Legislative Council without a division, Government members neither speaking nor voting; but though the resolution had been framed with great care to make possible its unanimous acceptance by the Council, speaker after speaker from the Muhammadan benches expounded his community's distrust of the Hindus and insisted on the necessity for special electorates. When the Nehru Committee's report was published in the middle of August, it was generally received by the Hindus with approval, though the more extreme Swarajists regarded it as a feeble substitute for the demand for complete independence for which they had hoped; but the Muhammadans looked on it with great and increasing suspicion and reiterated their resolve not to part with a single safeguard. The estrangement of the nationalist Muhammadans from the Congress party in Bengal was shown in November, when at a meeting of the Bengal Provincial Congress Committee only five Muhammadans were elected to the Executive Committee out of a total of sixty members.

14. In September the Bengal Students' Conference was held in Calcutta. Dr. Urquhart, the Vice-Chancellor of the Calcutta University, opened the proceedings in a speech in which he combated the view that the University should hold aloof from such conferences of students. His hope was that the voyaging of the conference would be over peaceful waters, but his plea for reason and calm deliberation was followed by what *Forward* in large headlines called the Clarion Call to Revolt of Pandit Jawaharlal Nehru. The character of the whole conference and

its purpose are illustrated by the concluding lectures of S. J. Jnananjan Neogi on the "Cultural Conquest of India," the theme of which was that the whole educational scheme and policy of the British Government had been gradually to destroy the national consciousness of the people of India and finally cripple them intellectually. The Conference was not marked by much deliberation by students, calm or otherwise, but as a well organised effort of political propaganda it was certainly successful. The "Mussalman" newspaper regretted the fact that Mussalman students were very poorly represented in the Conference.

15. At the end of September Mr. Subhas Chandra Bose held a meeting of the Independence for India League, representing the more youthful and revolutionary section of the Swarajist party, and got himself chosen as President.

16. During the last part of the year the energies of the Swaraj party were absorbed in preparations for the Calcutta meeting of the Indian National Congress and of the exhibition to be held in conjunction with it. The organisers had good reason to be satisfied with their efforts, for, whatever may be thought of the political results, it was generally agreed that the arrangements for the accommodation and comfort of the large number of delegates to the Congress were excellent, and that the claim that Indians were able to organise a successful exhibition was established.

17. The preparations for the Congress were marked by features which suggested that the Reception Committee were inspired with the idea that India was being provided with a new administration and a new army. By daily notices readers of the *Forward* were invited to subscribe Rs. 25 and join the "Glorious Four Thousand" who were to welcome the Head of the Indian nation. Mr. Subhas Chandra Bose issued appeals calling for volunteers for the Cyclist, Motor-Cyclist, Band, Cavalry and Signaller sections of the Congress Volunteer Corps and published his orders as "General Officer Commanding." When the President-elect, Pandit Motilal Nehru, arrived, every effort was made to receive him with royal honours, backed with a military show. The firing of 101 bombs was recorded by *Forward* as a salute of 101 guns, and the procession was described in the following words:—

"The huge procession organised was divided into two parts, consisting of motor cyclists, ordinary cyclists, heralds with national flags, boys with flower petals, volunteers with national flags, military bandsmen, infantry, cavalry,

under the command of Sj. Subhas Chandra Bose, who in his military costume stood like a general on the board of his car. Sj. Bose who looked so impressive and prominent in the whole procession, saluted the President-elect, when the car came out of the station area."

18. In front of the house where Pandit Motilal Nehru stayed mounted sentries were posted. This military display and the prominence given by it to Mr. Subhas Chandra Bose was not without significance. It was part of the strong attempt made to commit the All-Parties Convention and the Congress to the more extreme views of the Independence League.

19. The All-Parties Convention met at Park Circus on December 22nd. It opened with a strong appeal from Pandit Motilal Nehru, supported by Mr. J. M. Sen Gupta, to accept the Dominion Status proposal. In spite of the opposition of the Independence Leaguers the proposal was passed. Sir Ali Imam made an interesting speech in which he frankly admitted that from the point of view of Indian Nationalism independence was a higher ideal than Dominion Status. But he pointed out that with independence a ruler would be necessary, and there was no hope that Muhammadans would accept a Hindu, or Hindus a Muhammadan. Therefore as a practical man he voted for Dominion Status. On December 26th there was a split in the Convention on this question, the Independence Leaguers declining to submit to the majority. Mr. Gandhi, in spite of the sop of non-violent non-co-operation if Dominion Status were not granted by the beginning of 1930, failed to bring about a settlement. On the same day the Raja of Mahmudabad, presiding over the All-India Moslem League, strongly condemned the demand for independence. On Christmas Day the All-India Youth Congress opened, and Mr. Subhas Chandra Bose, in his speech of welcome, advised the delegates to "Bardolise" India, and to "adopt the philosophy of activism."

20. On December 29th the Indian National Congress opened at Park Circus. It was apparent that the Nehru Committee Report was already being overtaken by the fate that dogs every extremist scheme, and was in danger of being replaced by one still more extreme before it had ever been adopted by the Congress. To condemn the more extreme proposal always involves the risk of losing influence, and the supporters of the report were compelled to hedge. "I am for complete independence," said Pandit Motilal Nehru in his presidential address, "and at the same time not against Dominion Status, if the latter come without avoidable delay"; whilst Mr. J. M. Sen Gupta suggested that

All-Parties
Convention.

Indian
National
Congress.

Dominion Status, so far from excluding independence as an ideal, might be used as a means in furtherance of the latter. Mr. Gandhi moved a compromise resolution which approved the constitution proposed by the Nehru Committee, stated that the Congress would adopt it if it were accepted in its entirety by the British Parliament by the end of 1929, threatened non-violent non-co-operation by the refusal of taxation if it were not so accepted, and meanwhile permitted the carrying on, in the name of the Congress, of propaganda for complete independence. The Independence Leaguers however would have nothing to do with the compromise thus suggested, and were not even moved by Mr. Gandhi's final appeal "If you will help me and follow the programme I have suggested honestly and intelligently I promise that Swaraj will come within one year." It was not until after 1 A.M. on the morning of the 1st January that Mr. Subhas Chandra Bose's amendment demanding complete independence was defeated by 1,350 votes against 973, and Mr. Gandhi's resolution carried.

21. There was a significant interruption of the proceedings of the Congress on the 30th December, when some 20,000 workers of the railway and mills in the Howrah area marched to the Congress led by men whose names had come into prominence during the strike at the Lillooah Workshops on the East Indian Railway. The men expected that leaders of All-India importance would hear and investigate their grievances, and that the question of the payment of wages for the period of the lock-out would figure prominently in the discussions. They were somewhat disgruntled, therefore, to find on arrival that there was some difficulty about securing admittance. Pandit Motilal Nehru vaguely promised that the Congress would take up the cause of the labourers, but refused to accede to their more definite demand for financial aid. The workers left the meeting with the uncomfortable feeling that they had been unwelcome intruders, but their invasion of the Congress marked the entry of a new political force.

Communal Relations.

22. The attitude of the two chief communities in Bengal towards the Commission and in the Legislative Council, and the aloofness of the Muhammadans from the Indian National Congress illustrate the growing cleavage between them due to the consciousness of the struggle for political power. In other respects, apart from the serious outbreak at Kharagpur, which, as in many of the riots of the past, began among and was confined to elements foreign to Bengal, the year was comparatively free from violent communal riots, although the strained feeling

between the two communities persisted. The year began peacefully with the amnesty declared by Government in Pabna and the settlements effected in Nadia and Tippera districts. *Satyagraha* was still being carried on at Patuakhali in Bakarganj district, but, receiving little support from the Hindus and being ignored by the Muhammadans, it fizzled out in May. In Calcutta the difficult question of the playing of music in front of Dinu Mian's mosque was settled by an order of Government. Apart from the throwing of a few brickbats at the Raj Rajeswari procession on May 9th, there was no serious communal trouble in Calcutta during 1928. At Bankura in June, a riot was caused by Muhammadans trying to stop a "sankirtan" party going past the mosque. Further violence was prevented with difficulty, and the Hindus enforced a strict boycott on the Muhammadans, who in Bankura are few and generally poor. A settlement, by which the Muhammadans placed themselves in the hands of the Hindus, was quickly brought to an end by the Hindus failing to act up to the spirit of the settlement and taking a large and noisy procession past the mosque, and further trouble was only prevented by police control. A settlement effected in Bakarganj district was also brought to nothing by the provocative action of some Hindus at Patuakhali; but the Muhammadans showed much self-restraint, and there was no breach of the peace.

23. The trouble at Kharagpur was limited to the employees of the Bengal-Nagpur Railway, who are mostly immigrants from other provinces. The immediate cause of the outbreak was a dispute about a Muhammadan procession passing a Sikh *Gurdwara* with music. Rioting began on the 29th with fierce stone-throwing, the District Magistrate and police having great difficulty in keeping apart a large body of Sikhs and Hindus confronting a smaller body of Muhammadans. It was only with the timely aid of the Bengal-Nagpur Railway Regiment of the Auxiliary Force that the situation was brought under control. There were several murders on the first day; among the victims were two women, one a Muhammadan and the other a Sikh, who were murdered in their houses. In spite of the pickets and patrols which prevented any mob action, cowardly isolated assaults in lanes and gullies, similar to those in the Calcutta riots of 1926, continued for some days, together with looting and the burning of houses. Nine Muhammadans and six Sikhs or Hindus were killed in this first outbreak. With the re-opening of the Railway Workshops on the 9th July, peace seemed to be restored. Minor incidents, however, showed that the ill-feeling between the two communities persisted and on the night of the 1st September a second fierce outbreak was started by Muhammadans throwing bombs into the Sikh *Gurdwara*, several Sikhs

being wounded. Reprisals followed, four Muhammadans, including a woman, being murdered early in the morning. Large mobs assembled but were dispersed by the police. An uncertain situation was not made less difficult by the arrival of 140 Sikhs from Calcutta, but these were persuaded to go back the next day. There was again a series of isolated murders and acts of incendiarism, eight Hindus and seven Muhammadans being killed in the course of this second outbreak, including one man shot by the police. Almost all the murders occurred in the first week, but it was not until the 25th September that the Muhammadans resumed work in the Railway Shops.

The Press.

24. There is little change to record in the politics or general attitude of the Indian Press in Bengal. The Responsivist Press disappeared with the Responsivist party, and the newspapers may be classified as moderate and extreme; the only moderate papers of importance were the *Bengalee* and *Sanjivani*; the rest were extreme. The two moderate papers adopted Dominion Status as their political goal and were opposed to the demand for complete independence. Whilst criticising the composition of the Indian Statutory Commission, they advocated co-operation with it, and were generally critical of the policy of the Swarajist party. The *Bengalee* expressed concern at the growing mass of Bolshevik literature and the danger arising from it. In communal matters both papers were moderate.

25. Of most of the rest of the Indian Press, both Hindu and Muhammadan, it may be said that it continued to be bitterly anti-British and anti-Government, this antipathy being its main guiding principle. Thus, because the Russian Government is known to be hostile to the British Empire, its methods and its policy were mentioned with approval, and laudatory articles on Russian affairs, both foreign and home-made, were numerous, though it may be doubted whether all those responsible for the conduct of these newspapers believe that administration in India would be improved by the application of Russian Soviet or Communist methods. Communism is recognised as an anti-British force, and therefore has the sympathy of the extremist press. It also has a growing press of its own, the number of Communist papers having increased from one to four, all combining the advocacy of Communism with the anti-British propaganda of the ordinary extremist paper.

26. The principal extremist papers are still divided into two groups, the Swarajist group represented by the *Forward*, the *Banglar Katha*, and the *Atmasakti* and an orthodox non-cooperation group, represented by the *Ananda Bazar Patrika*, distinguished from the Swarajist group chiefly by its old opposition

to entering the Legislative Council and by its impatience of the Swarajist policy of trying to establish Hindu-Moslem unity. The *Amrita Bazar Patrika*, the *Basumati* and the *Dainik Basumati* belong to this group, although their party adherence is less definite. The rest of the extremist papers may be assigned to a third group, of which the one consistent characteristic is hostility to Government. The Moslem papers with the largest circulation belonged to this group. Most of them stood for independent co-operation with Hindus on national questions, though a tendency to take a broader outlook on communal matters was checked in the latter part of the year. Mutual recriminations were aroused by the Kharagpur riots and murders, and the distrust which marked the general Muhammadan attitude towards the Nehru Committee's report was reflected in the Moslem press by assertions that communal rights must be secured and that to entrust Muhammadan interests to a Hindu convention would be the same as "depositing a goat in the custody of a tiger."

27. The story of industrial labour in Bengal in 1928 is one of strikes and the increasing activity of the communist group. The most important strike of the year was that in the East Indian Railway Workshops at Lillooah. It began early in March with a demand for the reinstatement of men who had been dismissed, to which was added the demand that the wages of the unskilled men should be doubled and those of the skilled workmen increased by 25 per cent. On the 5th and again on the 7th March, on the refusal of their demands, the men stopped work, and on the 8th the workshops were closed. Labour.

28. The leader of the strikers was Babu Kiran Chandra Mitra, a former Railway employee and now Secretary of the East Indian Railway Labour Union. He was actively supported by communist agents such as Mr. Philip Spratt, a Communist who had come from England in the previous year, and Babu Shib Nath Banarji, a Communist who had travelled in many countries and had studied at Moscow University for eighteen months.

29. At first the strike was peacefully conducted and the leaders appeared to be well supplied with funds. Picketing began in the middle of the month and efforts were made to extend the strike to other parts of the Railway. On the 28th March a procession of 7,000 strikers marched to the East Indian Railway office in Calcutta. On their demands being again refused by the Agent, the strikers returned peacefully to Howrah, but were so excited by a speech made there by Babu K. C. Mitra that a body of them, estimated at two to three thousand, proceeded to Bamangachi in order to intimidate the workers in the Locomotive

Sheds into striking. On arriving at Bamangachi a number of strikers streamed across the line and entered the sheds where they began to abuse and assault the workmen. They retreated however on the approach of police reinforcements. Meanwhile after some stone-throwing at a passing engine and the signal cabin, the strikers on the east side of the line were making their way up the eastern approach to the bridge over the railway near the sheds which was at the time guarded by a police picket. The Superintendent of Police ordered the crowd to disperse, and on their refusing to do so, led a police charge in the course of which more stone-throwing by the mob took place. The attention of the police was then turned to the large crowd which had gathered at the western end of the bridge and were being kept back with difficulty by a small force of police. An attempt to disperse them led to heavy stone-throwing; the Superintendent was severely injured and other officers and constables were struck. The police force was being driven back, and the situation became so serious that the Superintendent was compelled to open fire. The first shot did not hit anybody, and it was not until four more single shots had been fired, killing two and wounding two others that the mob dispersed. This incident was followed by an enquiry by the District Magistrate of Howrah and by a number of cases in the criminal courts, some of which were still pending with the High Court at the end of the year.

30. The strike continued throughout April, May and June, the leaders trying with some success to extend it to other places on the Railway. At Asansol there was an almost complete strike in the Engineering Department and violent picketing led to clashes with the police. At Howrah numerous meetings were held and vigorous picketing continued, with an increasing tendency towards intimidation and violence as funds began to fail. A noteworthy incident was the march on April 14th of about a thousand strikers led by Babu K. C. Mitra from Lillooah through Hooghly district. The object was to cause a stoppage of work at Bandel, but the strikers did not get beyond Chinsura and were brought back to Howrah on the 17th. At the beginning of May there appeared to be some hope of a settlement; modified demands were presented to the Agent on the 9th May but were refused. A meeting followed at which violent speeches were made, and on the next day about a thousand strikers marched to the Howrah Courts with the intention of doing *Satyagraha*. Finding the Court compound occupied by a strong police force, the mob attacked trams, buses and taxis near the Howrah Post Office and forced passengers to alight. The police were heavily stoned, but the rioters were dispersed by a charge and their leader arrested. The law's delays are illustrated by the fact that it was not till

the 21st December that he was convicted by the High Court on appeal from an acquittal, and even then did not go to prison till the 11th January.

31. It was not until the second week in July that the strike was called off, Babu K. C. Mitra explaining to a meeting that the Union's resources were at an end. The shops were again closed owing to a disturbance on the 30th July, but were reopened on August 8th after the dismissal of men responsible for the disturbances and an announcement of a modification in the scales of pay, and the strike came to an end five months after it began.

32. To the Government of Bengal the strike was a cause of great anxiety and much expenditure. It imposed a severe strain on the local authorities and especially on the local police and the police brought in from other districts to reinforce them. How well the strain was borne is shown by the fact that in spite of the incitement of communist agitators and in spite of the incidents which have been recorded above, the strikers on the whole showed little ill-feeling towards the officers and men of the police. It may safely be said that the strike would not have lasted so long nor would the loss and suffering have been so great, if the strike had not been largely financed by funds received from foreign communist sources and maintained by communist agents. It is also probable that the increase in wages granted at the end of the strike could have been obtained without recourse to a strike. The irresponsibility and haste with which the strike was started and the difficulty of effecting a settlement alike illustrate the need of a better method of reconciling differences between employer and employed.

33. Before the strike came to an end, there was a grave disaster on the railway at Belur in Hooghly district, a few miles from Lillooah, a passenger train being derailed, and twenty-one persons being killed. The enquiry by the Senior Government Inspector of Railways showed that the derailment was caused by a rail being removed. This disaster was followed not only by the usual allegations in the press of culpable negligence and concealment of casualties but also by letters in the *Forward* stating that a European and railway coolies were seen killing the injured. Sanction was given to a prosecution under section 153A, Indian Penal Code, in respect of one of these letters, and a complaint was lodged on July 17th. A rule was issued by the High Court on August 20th why the proceedings should not be stayed pending the disposal of a civil suit brought by the East Indian Railway in respect of the same letter in *Forward*. This rule was discharged on September 11th. The accused after

another application to the High Court, which was rejected on September 25th, were convicted on October 1st of promoting class hatred between Europeans and Indians. The editor was sentenced to three months' simple imprisonment and a fine and the printer to a fine only. The accused appealed to the High Court against the sentence and fine, and the Government applied to the High Court to have the sentence enhanced. The appeal was still pending at the end of the year. The case furnishes another instance of the delays which may be introduced into the proceedings of the criminal courts.

34. The efforts of the leaders of the Lillooah strike were not confined to the Railway, and full advantage was taken of every opportunity of instigating and fomenting strikes in mills and factories and even amongst municipal employees. Some of the strikes, such as those in the works of Messrs. Burn & Co. and Messrs. Jessop & Co. in Howrah, which lasted from the beginning of April till almost the end of June, were professedly started in sympathy with the Lillooah strikers. Others began with discontent due to such causes as the dismissal of workers or a change in the shift system, such as was introduced in some of the jute mills where strikes occurred. But whatever the origin of the strike might be, the communist agent always came in to exacerbate the discontent, incite to violence and prevent any settlement.

35. The first strike in the year occurred in the works of Messrs. A. & J. Main & Co., at Sibpur and lasted until the beginning of March. On February 14th there was a strike in the Howrah Jute Mills, but this was ended in less than a fortnight by the strikers resuming work unconditionally. In the Wellington Jute Mills, Rishra, trouble started on March 27th and partial or general strikes continued until June 25th.

36. On April 24th there was a strike at the Ludlow Jute Mills, Changail, Howrah. Endeavours were made to open the mill with outside labour, but picketing by the Union prevented this. Speaking at Changail on 29th April, Mr. Philip Spratt accused the Jamadars of the mill of violent methods, and asked the workers to return blow for blow. On May 2nd they took his advice when 400 men suddenly left the meeting which was in progress and rushed towards the lines, where some of the strikers were being ejected from the company's houses. A fracas ensued, in which several on both sides were injured. The strikers were eventually repulsed, and a case under section 148, Indian Penal Code, was instituted. A peculiar feature of a further disturbance on June 6th was the part taken in it by women. After a strikers' meeting the women looted the market.

The police made some arrests and went to the mill. The women followed and pelted the mill with stones and injured some policemen and mill durwans and also a European mill assistant. One brickbat thrown by a woman at a policeman missed him and injured another woman. This was immediately seized upon as an example of police brutality in an article in *Forward*. The strike ended in July.

37. The leaders of the strike at the Ludlow Jute Mills were for some time trying to bring out the men at the mills at Bauria, but it was not till the 13th July that the excitement caused by the speeches of agitators was followed by assaults on the European assistants of the Fort Gloster Jute Mills and the closing of the mills. A riot occurred on the 16th when an attempt was made to pay off the strikers and the police were compelled to fire, with the result that twenty-three strikers were injured. The trouble at these mills was still persisting at the end of the year.

38. The strike in Martin & Co.'s Railway Workshops on March 30th resulted in a disturbance on the Howrah-Amta Light Railway at Baltikri on April 19th. About 150 strikers held up the Down Passenger train by lying on the lines and assaulted the police when the latter attempted to remove them, a sergeant and two sub-inspectors receiving injuries.

39. A strike in the jute presses in the north of Calcutta, which began on the 15th May, was based on the complaint that the presses were working only five days a week; there was no strike in the one press which was working for six days. A dangerous attack was made by the strikers on Messrs. Andrew Yule's Hydraulic Jute Press, and the manager and staff were only just saved by the arrival of the police. In these strikes the efforts of the communist group to get control achieved little success, and the strikes were soon settled.

40. A strike in the Kesoram Cotton Mills, which began on the 24th May, was due to a change made in the basis for the calculation of wages. The strikers sought advice from the Howrah East Indian Railway Labour Union Office; the communist party intervened and a Textile Workers' Union was formed. The strike lasted until the 8th June, when the old system of wages was restored.

41. A two days' strike of the scavengers in Howrah Municipality early in February collapsed on the issue of warrants of arrest against the ringleaders under the provisions of section 188 of the Bengal Municipal Act, 1884. Later in the month, a Scavengers' Union of Bengal was started under the guidance of

Miss Probbabati Das Gupta and the communist group, and secured the adherence of a large number of the employees of the Calcutta Corporation. The new Union succeeded in its object, and about two-thirds of the sweepers and scavengers in Calcutta, numbering about 6,000, struck work on the 4th March. In spite of the efforts of the Corporation to effect a settlement the strike continued until the 9th of March, when the strikers returned to work on receiving a promise from the then Mayor that they would receive an increase of pay of Rs. 2 per mensem. This promise, was not, however, made good by the Corporation, and the strike was renewed on the 24th of June. It continued until the 6th of July when it was called off on the strikers being promised strike pay and a rise in pay of Re. 1 a month. On this occasion the Chief Executive Officer of the Corporation had to apply to the Commissioner of Police for police assistance.

42. Such were the more important strikes of the year, but the account is not exhaustive. It is estimated that during the year almost four million days of work were lost in industrial disputes.

II.—Public Health.

Climatic conditions and their effect on public health.

43. Even the slight departure of actual rainfall from the normal that occurred during the monsoon season of the year under review was not without its effect on the general public health of the province. The incidence of cholera and small-pox was practically double that of the previous year, while slight increases were noticed in dysentery, diarrhoea and respiratory diseases. Deaths from fever and all other causes, however, showed some improvement.

Vital statistics.

44. The very slight increase in the birth rate over that of the previous year and its attendant rise in the death rate points in the same direction. The net result of these two rates, as shown by the natural increase in the population, is very disappointing. It was 4.4 per mille in 1923, 3.6 in 1924, 4.7 in 1925, 2.7 in 1926 and 2.1 in 1927. Bengal has thus been standing last on the list for the last two years as compared with the other provinces. Its birth rate in 1926 was higher than Burma alone and the death rate lower than Bombay, Punjab and the Central Provinces. Again, all the other provinces except the Central Provinces and Burma had a lower rate of infantile mortality than Bengal. Although there was an increase of births over deaths in 20 of the districts of Bengal, this was more than counterbalanced by the prevalence of deaths over births in the remaining 6 districts—Hooghly, Howrah, 24 Parganas, Jessore, Khulna and Bakarganj, all contiguous to one another.

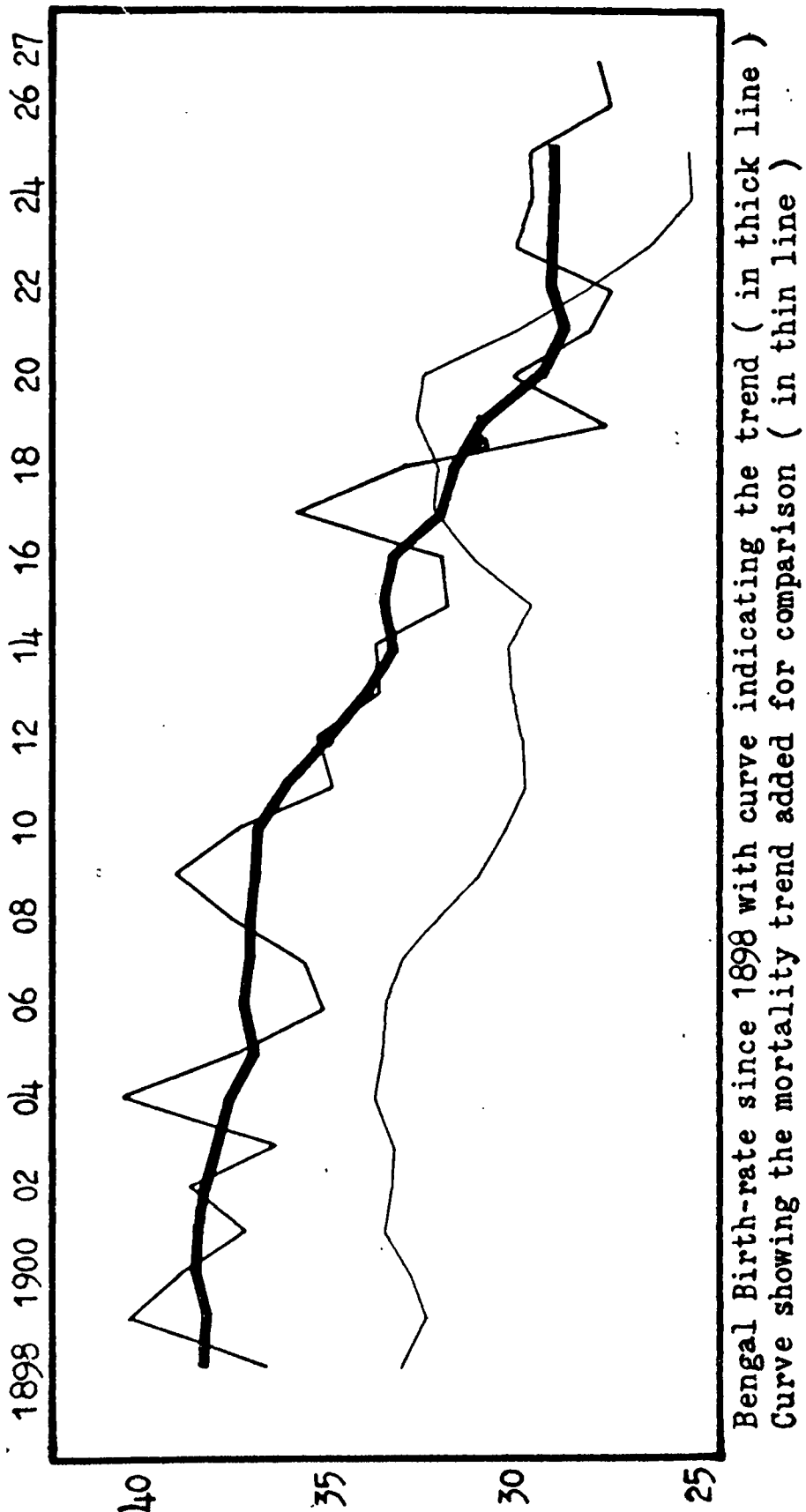
The Director of Public Health reports:—

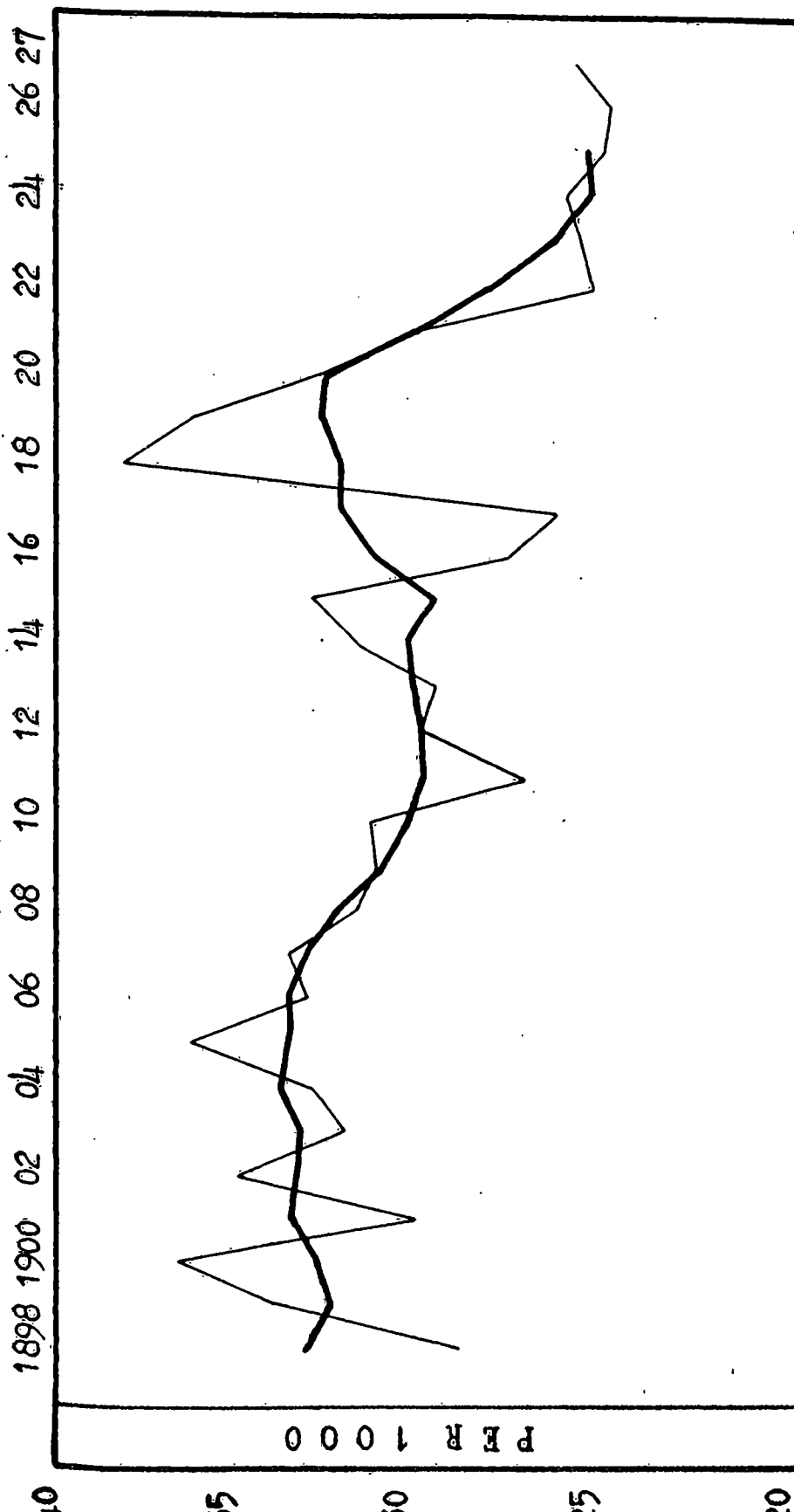
Collection of
vital statistics.

“ Nothing could be more deplorable than the laxity shown by the responsible authorities, especially in urban areas, in supervising the registration of vital occurrences when the entire machinery of preventive control of epidemic diseases turns upon the pivot of accurate information with regard to such statistics. In 82 municipalities out of a total of 116, not a single omission of births and deaths was detected. Eighteen municipalities returned birth rates and 97 death rates below 10 per mille, the aggregate crude urban birth and death rates being 17·2 and 25·9 per mille, respectively. Year after year this fact is brought to the notice of the defaulting bodies through the Annual Public Health Reports, but without any appreciable effect. The Births and Deaths Registration Act has very recently been applied to the rural areas, and the work of collecting vital statistics transferred from the police to the union boards wherever these have been established. It is yet too early to comment upon its working.”

45. Cholera and small-pox again reappeared this year in a more virulent form than in the previous one. The death rate from cholera increased by 92·3 per cent. compared with the previous year and the decennial mean; it practically rose to the same height as it did in 1919. The percentage of cholera deaths to total mortality was higher than it had ever been during the last 20 years. About 22 per cent. of the total number of villages in the province were affected. Starting on its upward trend in December 1926, it continued with fluctuating intensity till May, when it declined. It again became very virulent towards the latter part of the year. Practically all the districts were affected except Jalpaiguri and Darjeeling which escaped lightly, Malda being the worst sufferer. Had it not been for the timely vigorous measures adopted by the local bodies in co-operation with the Public Health Department, it would have undoubtedly fared worse with Bengal. The anti-cholera inoculation, which has already established its reputation in the previous years, proved, as usual, extremely efficacious in controlling local outbreaks. About two and a half million cubic centimetres of the vaccine were issued and nearly two million inoculations were performed. Again 39,356 wells and 33,556 tanks, in addition to a number of river ghats, were disinfected by the local sanitary staff, besides 3,592 wells, 1,235 tanks and 504 latrines done by the staff under the Public Health Department. The local sanitary authorities also undertook disinfection of the infected houses and of the patients' clothes wherever

Epidemic
diseases:
Cholera.





Bengal Death-rate since 1898 with curve indicating the trend.

possible. The Public Health Department co-operated by making a free supply of disinfectants to the local bodies and placing at their disposal the services of 100 Sanitary Inspectors and 20 Sub-Assistant Surgeons sanctioned temporarily by the local Government in addition to those of their permanent medical staff. Special watch was maintained over pilgrims for Puri, Rathjatra and Gangasagar festivals. The Publicity Departments arranged for the distribution of posters, lectures and magic lantern demonstrations to enlighten and educate the public on the preventive measures essentially required to be adopted in this connection. It was with the help of these measures that cholera epidemics were kept within proper control.

Small-pox.

46. The quinquennial outbreak of small-pox which started towards the end of 1924 entered upon the fourth year of its existence during the year under review, and it seems that by the end of the year it had not spent its force. In fact, it appears more than probable that it will finally merge in the pandemic forecasted to appear about 1930-33. Its virulence is shown by the fact that the death rate in 1927 exceeded the previous year's rate by 80 per cent. and the decennial mean by 200 per cent. It was ten times higher than what it was in 1923, which was a normal year. The death rate was practically doubled in all the other towns and trebled in Calcutta. The urban rate exceeded the rural by about 70 per cent., thus proving that small-pox is more particularly a disease of the towns than that of the villages. A little over 10 per cent. of the total villages in the province were affected, indicating the widespread nature of the epidemic. The age distribution is very interesting. About a quarter of the total number of deaths appear to have occurred among infants and children below 10 years of age and the remaining three-fourths among age periods above 10, thus emphasising again the necessity of repeated revaccinations as soon as the effect of a previous vaccination has worn off, which it gradually does from 5 to 7 years. With the exception of Darjeeling, Jalpaiguri, Khulna, Bakarganj, Bankura, Rajshahi, Jessore and Nadia, which suffered comparatively lightly, all the other districts were more or less seriously affected, the main brunt being borne among others by Midnapore, Murshidabad, Calcutta, Pabna, Bogra, Rangpur and Malda. The Malda epidemic deserves more than a passing notice. The outbreak first made its appearance towards the middle of November 1927, and very soon became widespread, so much so that before the year was over it had affected about 12·7 per cent. of the villages in the district and claimed 1,537 victims. Its

virulence can be judged from the following statement showing its weekly progress for 18 weeks from its commencement:—

Week ending—	Cases of small-pox.	Deaths.
January 7th, 1928	.. 157	21
„ 14th, „	.. 158	32
„ 21st, „	.. 249	45
„ 28th, „	.. 111	36
February 4th, „	.. 278	64
„ 11th, „	.. 367	52
„ 18th, „	.. 298	94
„ 25th, „	.. 314	66
March 3rd, „	.. 479	89
„ 10th, „	.. 286	64
„ 17th, „	.. 378	80
„ 24th, „	.. 380	78
„ 31st, „	.. 390	64
April 7th, „	.. 819	165
„ 14th, „	.. 831	189
„ 21st, „	.. 575	140
„ 28th, „	.. 398	115
May 5th, „	.. 387	86

A campaign of mass revaccination was immediately started, with the active co-operation of the energetic District Magistrate, Mr. J. Peddie, I.C.S., and up to the present nearly half a million vaccinations have been performed. In addition to the district board expenditure, the local Government have contributed Rs. 6,800 towards meeting the cost of the campaign which is still going on. This campaign by its results has conclusively justified the belief that if timely measures are taken, it is reasonable to expect a complete control of small-pox outbreaks before they assume epidemic proportions. Warned by the Public Health Department from time to time and guided by their own previous experience, the District Health Officers have not been slow in starting mass revaccinations in many of the affected districts; in fact, the process has been continuously going on ever since the present quinquennial outbreak started. From 2,057,724 vaccinations in 1923-24, the number has risen to 3,975,837 in 1927-28, and this reflects great credit on the activities of the local bodies. Going still further back, it is observed that the number of vaccinations during the last 20 years has increased by 109·5 per cent. and this increase has especially been marked since the transfer of the rural vaccination affairs from the Civil Surgeons to District Health Officers in 1921. Some of the districts, e.g., Pabna, Malda, Murshidabad, Dinajpur and Darjeeling, in fact

have more than trebled the number of vaccinations during this period. But in spite of their best efforts, the District Health Officers feel that their work is extremely hampered by the absence of compulsory legislation to enforce revaccination and by the law's delays according to the present procedure of dealing with the offenders. The Government as usual contributed Rs. 50,000 during the year for promoting free vaccination; the expenditure of the district boards as a whole for this purpose was also considerably increased as compared with the previous years.

Malaria.

47. The death rate from malaria further decreased during the year, the trend still continuing on the decline. Even so, it accounted for 36·1 per cent. of the total mortality in the province. Judged from the total admissions from this cause to the various medical institutions, the number of cases began to increase gradually from July till it reached its maximum in November. Nadia and Burdwan with a mortality of over 50 per cent. were the worst sufferers, while Dacca, Tippera and Bakarganj escaped very lightly with a rate below 10 per cent. The death rate in rural areas was a little over 5 times of the urban rate. The diminished incidence of malaria was responsible for a reduced consumption of quinine by 1,227 lbs. as compared with the previous year. The other anti-malarial activities consisted in the experimental schemes at Banka Valley, Jangipur, Singaran, Toposi, Meenglas and Krishnagar, which were continued during the year. A number of anti-malarial co-operative societies, some recently established and organised, the kala-azar centres and the district board dispensaries, in addition to distributing quinine, treated these cases also, while the former in addition carried out minor anti-malarial operations.

Kala-azar.

48. Kala-azar mortality showed a decline throughout, the death rate being reduced by 19·4 per cent. for the province, 27·4 per cent. for the towns and 14·3 per cent. for the rural areas compared with the previous year. In Calcutta the decrease was 15·6 per cent. Thus, the improvement started in the previous year was maintained during the year under review. Rajshahi, Nadia, Jessore and the 24-Parganas returned the highest death rate, while Birbhum, Bankura and Midnapore were practically free. Kala-azar cases treated at the various dispensaries and special treatment centres, however, showed an increase in 19 districts over the preceding year and a reduction in the remaining 8. This increased attendance shows the anxiety of the people to get themselves cured of the disease, which their own experience has shown them to be amenable to the latest method of treatment. The Government contributed a sum of about Rs. 2 lakhs during

the year for stamping out kala-azar, and with the help thus received the district boards were able to maintain 964 special treatment centres during the year. Of these, 69 are being run by voluntary public health agencies, e.g., the Central Antimalarial Co-operative Society and the Bengal Health Association.

49. Filariasis is reported by the District Health Officer, Bankura, to be spreading in his district, where some of the villages in the Sadar subdivision are said to be full of lepers. About 50 per cent. of the people in the Sariakandi and Dhunat police-stations in Bogra district are stated to have enlarged thyroid. Cases of epidemic dropsy have been noted in Bakarganj and Faridpur districts. Other epidemic diseases.

50. The amount of school hygiene work done by local bodies in the mufassal during the year surpassed all past records. The Vishva Bharati at Santiniketan (Bolepur) in the district of Birbhum, the Karapara High English School in the Khulna district, the Shyamagram High English School in the Tippera district and the Burdwan Raj School at Kalna in the Burdwan district initiated school hygiene work in their institutions through registered medical practitioners, and the District Board of Hooghly and the Municipalities of Chittagong, Krishnagar, Serampur, Nabadwip and Hooghly-Chinsura through their respective Health Officers. One hundred and ninety-six schools and 11,746 boys were examined by the officers of the Bengal Public Health Department. The Assistant Director of Public Health in charge examined 131 plans and reviewed 2 books on Hygiene. General.

51. Grants were made to the various local bodies for daitraining. Altogether 1,170 *dais* were thus trained in 104 classes started by 49 local bodies and one health society. It is expected that if this rate is maintained, the infant mortality will in course of time be greatly reduced.

52. The Publicity Bureau of the Public Health Department has come to be recognised as an institution of national importance, judging from the gradually increasing and pressing demands for its officers and materials by all classes of public bodies, irrespective of party denominations. Three hundred and forty lectures were delivered and 131 bioscopic shows given by the officers of the bureau during the course of the year. As a result of this educative campaign, 35 health exhibitions and 32 baby shows were organised during the year compared with 10 exhibitions and 20 baby shows held during the previous year. Mention may be made in this connection of the Eastern Bengal Railway demonstration train, organised as the result of a suggestion

made by the Public Health Department. No less than 186,000 people visited the demonstration health car. A series of health lectures was delivered to the prisoners in the Central and Presidency Jails at Calcutta. Sixty-one sets of multi-coloured magic lantern slides were designed and prepared by the Publicity Branch during the year, in addition to two films on maternity and child welfare.

Rural public
health
organisation.

53. This summary would be incomplete without special mention being made of the rural public health organisation scheme. This scheme came into operation during the month of August 1927 when 138 rural health circles, each corresponding with a police thana unit, were started. Each circle was placed in charge of a staff consisting of a rural Sanitary Inspector, a Health Assistant and a carrier directly under the control and supervision of the District Health Officers. With the increase in the number of available Sanitary Inspectors, the number of health circles rose up to 258 during the year. The total number of health circles admissible under the scheme for the whole province is nearly 600. The officers in charge of the health circles being responsible for the entire epidemic work including vaccination in their respective jurisdictions, the existing staff of Vaccination Inspectors and Sub-Inspectors are being gradually absorbed in the rural public health establishment, and as such will finally have no independent existence.

III.—Jails.

54. The passage of the Bengal Borstal Schools Act of 1928 has marked another stage in the gradual development of reformatory methods in dealing with criminals. Adolescent offenders between the ages of 16 and 21 sentenced by Magistrates to detention in an institution of this type or ordinary convicts selected by the Inspector-General of Prisons as suitable are received at Bankura. There they are free from the contaminating influence of older criminals, and more attention can be paid to special industries likely to be of use to them after release. A non-official association assisted by a grant from Government has been formed to help youthful offenders on discharge. It will keep in close touch with the Borstal institution and will, it is hoped, be able to diminish relapses into crime by assisting released prisoners to find employment.

55. The pay of the warder staff has been substantially increased. No reforms can be of value without a contented and

trustworthy staff to carry them out, and the number of retirements and dismissals in past years has made it clear that the warder staff lacked these qualities. The new rates should attract a better type of recruit and should leave no cause for dissatisfaction among the present men.

56. Many other important reforms, recommended by both the Indian and the Bengal Jail Committees, are necessary to approach the ideal of penal administration, namely, a reduction in the prison population by ensuring that on discharge prisoners will not return again. Most of these involve heavy capital and recurring expenditure and must await the provision of funds.

IV.—Finance.

57. The Hon'ble the Finance Member in his budget speech estimated that the revenue for 1927-28 would be about Rs. 15½ lakhs over the estimated receipts for 1926-27. He also pointed out that experience of the actual provision required for sanctioned establishments had led to reductions being effected in the budget provisions under several heads, thus setting free more money for new recurring expenditure. The state of the balances, which stood at about Rs. 2 crores, made it possible to meet a certain amount of non-recurring expenditure. Accordingly, due regard being had to future liabilities, it was proposed to finance new expenditure on revenue account to the extent of about Rs. 41,00,000, of which Rs. 13,00,000 were of a recurring nature and the balance of Rs. 28,00,000 of a non-recurring or capital character. Of the new recurring expenditure, about Rs. 7½ lakhs were assigned to the Transferred Departments, including over Rs. 5½ lakhs for Education. The non-recurring allotment of Rs. 28,00,000 included about Rs. 11,50,000 for works to be executed by the Public Works Department, the balance being distributed over other departments, the Education (Rs. 3,65,000) and Public Health (Rs. 3,09,000) Departments receiving nearly Rs. 6½ lakhs between them.

58. The estimated opening balance for 1927-28 was Rs. 1,85,87,000, including Rs. 12,43,000 in respect of the Famine Insurance Fund; the actual opening balance, however, proved to be Rs. 1,99,13,000, inclusive of Rs. 12,44,000 for the Famine Insurance Fund, that is, an increase of Rs. 13,26,000. The revenue, excluding receipts outside the revenue account, was estimated at Rs. 10,71,89,000, and the anticipated expenditure on revenue account alone was Rs. 11,07,41,000, indicating a deficit of Rs. 35,52,000, but the actual receipts and expenditure

The budget.

Actuals of revenue, expenditure and surplus.

amounted to Rs. 10,81,28,000 and Rs. 10,85,56,000 respectively. As the year opened with a balance of Rs. 1,99,13,000 and the actual receipts and expenditure including debt heads during the year amounted to Rs. 11,15,63,000 and Rs. 10,95,24,000 respectively, the year closed with a balance of Rs. 2,19,52,000.

Actual revenue.

59. The estimated revenue was Rs. 10,71,89,000, but the actual revenue receipts amounted to Rs. 10,81,28,000, i.e., better by over Rs. 9 lakhs. This increase is mainly due to an abnormal receipt of Rs. 1,59,000 from the Government of India as this Government's share of the cost of non-postal stamps in stock on the 1st April 1921 and Rs. 2,40,000, representing the sale proceeds of Government lands situated in Porabazar, Chowringhee; among other contributory causes of the increase in revenue may be mentioned a rise of nearly Rs. 2 lakhs in forest receipts owing to more extensive departmental operations and better prices fetched in auction sales, and an increase of about Rs. 4 lakhs under "Administration of justice" due mainly to larger collection of miscellaneous receipts of the High Court and magisterial fines. There were also other minor improvements under other heads, and the total improvement would have been higher than Rs. 9 lakhs but for a fall of about Rs. 6½ lakhs under "Excise," due chiefly to agricultural distress prevailing in some districts of the Presidency.

Actual expenditure.

60. The original sanctioned grant of Rs. 11,07,41,000 for expenditure on revenue account alone and Rs. 51,45,000 under debt heads was augmented by supplementary grants amounting to Rs. 2,83,000, mainly for the purpose of granting loans and advances to cultivators under the Agriculturists' Loans Act and for granting relief to people affected by scarcity, thus bringing the total grant available for expenditure in the year to Rs. 11,61,69,000; against this the actual expenditure amounted to Rs. 10,95,24,000, resulting in a saving of Rs. 66,45,000. The causes which mainly contributed towards this very large saving may be enumerated as follows:—

There was a saving of over Rs. 14 lakhs under "41—Civil works" because the Public Works Department were not able to work up to their programme. Under the head "55—Construction of irrigation, navigation, embankment and drainage works (not charged to revenue)" also, very large savings amounting to nearly Rs. 16 lakhs accrued, owing to the difficulty in obtaining tools and plant required for the construction of the Damodar Canal. Under "Loans and advances by the Bengal Government," there was a saving of Rs. 6½ lakhs due to the postponement of the taking of the loan of Rs. 5 lakhs by the

Commissioners for the Port of Chittagong and of the loan of Rs. 1½ lakhs by the Commissioners of the New Howrah Bridge.

Among the other reasons that may be mentioned in explanation of the savings are the following:—

Under “5—Land revenue” large savings occurred, owing to smaller expenditure under “Land acquisition establishment” and to larger recoveries of partition fees and costs of certificate establishment which are taken in reduction of expenditure. Appreciable savings also accrued under “31—Education” due to smaller expenditure in grants to educational institutions.

Savings of over Rs. 3 lakhs occurred under each of the heads “32—Medical” and “33—Public health,” owing to smaller expenditure on account of diet, clothing, bedding and medical and surgical requisites in Presidency Hospitals and Dispensaries under the former head and to grants for public health purposes under the latter head not being fully utilised.

Other minor increases or decreases which occurred may be regarded as normal fluctuations which need no special comment.

61. The system of departmental control of expenditure which is still in an experimental stage served the purpose of maintaining uniformity in the classification of expenditure by disbursing officers and the Accountant-General, but there was no definite progress in the working of the system of controlling expenditure against budget appropriations. Control of expenditure.

V.—Sea-borne Trade.

62. Helped by good crops, steady exchange and more stable conditions in the United Kingdom and abroad, Bengal enjoyed a quiet year of steady trade progress, the aggregate value of her sea-borne trade during the year under review reaching the round figure of Rs. 279 crores as against Rs. 259 crores in the year 1926-27.

63. The total foreign trade excluding treasure advanced from Rs. 221 crores to Rs. 238 crores, imports increasing from Rs. 85·02 crores to Rs. 89·77 crores and exports from Rs. 135·92 crores to Rs. 148·39 crores. The improvement on the previous year's result was larger than is apparent in the above figures, for the value recorded did not wholly reflect the actual increase in the quantity owing to the prices of the principal articles such as jute and jute goods, etc., on the export side and piece-goods, sugar, iron, steel, machinery, etc., on the import side being all on a lower level than in the year 1926-27. The export side saw Foreign sea-borne trade.

record shipments of jute and sustained exports at higher prices of shellac, tea and hides. Exports to the United Kingdom increased nearly by 3 points to 24 per cent. and to Germany by a point to 8 per cent., but exports to the United States dropped a point to 21 per cent. The United Kingdom's share of the total export trade of Calcutta was 36 per cent., the shares of the United States, Germany and Japan being 16 per cent., 7 per cent., and 4 per cent. respectively. The actual volume of import trade also increased by nearly more than 10 per cent. The United Kingdom improved her share of imports by a point to 57 per cent., while Japan and the United States maintained theirs at 7 per cent. and 6 per cent. respectively. Germany's share dropped below 5 per cent.

Coasting trade.

64. In the coasting trade the total (excluding treasure) increased from Rs. 38 crores to Rs. 41 crores, imports advancing from Rs. 20·18 crores to Rs. 23·94 crores, but exports declining from Rs. 18·17 crores to Rs. 17·14 crores.

Exchange.

65. Exchange was practically steady round about 1s. 6d. throughout the year, remaining a point or two below that figure till the last week in November 1927 when it rose above it, falling back again in the second week in February 1928, but recovering again in the second week in March and standing at 1s. 6d. when the year closed.

VI.—Local Self-Government.

Municipalities.

66. Owing to the creation of a new municipality at Gouripur, the number of municipalities in the province increased to 116. General elections were held in 59 municipalities and in most cases they were hotly contested. The number of ratepayers represents 16 per cent. of the total municipal population, which is more than 2 millions. The average annual income per municipality is about Rs. 70,000 and that per head of population is a little above Rs. 3. The complaint of lack of funds is chronic, but it is to be remarked that most municipalities would be better off if they took a stronger line with defaulters. It is hardly creditable to Bengal that arrears of municipal taxes have increased more than three-fold since 1919-20. This simply means that Municipal Commissioners are punishing worthy citizens for the sins of the unworthy. There are, however, some municipalities—mostly in mill areas—which insist on and procure regular payment of taxes. Water-supply continued to occupy a large share of attention during the year. Twenty-eight municipalities have their own water-works. Some have inaugurated water-works

schemes which they are doing their best to push on, while others—unable to finance such large schemes—are sinking tube wells as fast as they can. There are ten towns in the province which are lighted with electricity and only two of these installations date from before 1900. Public health and sanitation received attention as far as possible with the funds at the disposal of the municipalities, but the sweeper problem remains as acute as ever. On the whole, there has been material progress in municipal administration in several directions, although it is slow.

67. The administration of district boards by non-official Chairmen continued on the whole to be satisfactory, although special difficulties due to short rainfall and scarcity had to be faced in several districts. The District Boards of Birbhum, Nadia, Khulna, Murshidabad and Dinajpur all co-operated whole-heartedly and successfully with the District Officers in coping with the scarcity that prevailed. Nadia had a special difficulty, inasmuch as the increased income due to the cess revaluation was much less than had been anticipated when the budget was framed. The Burdwan District Board was successfully administered, in spite of the dwindling income due to depression in the coal mining industry, and the 24-Parganas District Board worked smoothly. The Bankura District Board has been found extremely difficult to work with, and this drawback has been all the more felt as there was considerable distress in a part of the district, which necessitated more than the usual amount of contact with it. In Midnapore the Board's primary function as a highways authority was not faithfully discharged, and there was partiality in the distribution of funds. But in spite of these defects, there has been recently more steady and sober recognition by the board of its responsibilities to the public than the records of the last few years suggest. The District Board showed readiness to co-operate with Government officers and gave courteous consideration to the District Magistrate's suggestions in matters affecting the administration. Party politics still unfortunately carry too much weight in the management of local affairs, but the District Board did much of sound and steady work in the past year.

District boards..

68. Complaints of lack of funds are as loud and as well-founded as ever. It is the general opinion that taxes on vehicles kept in rural areas are overdue, and some think that these should take the form of tolls on roads; otherwise, no District Board has put forward any proposal for fresh taxation, in spite of the hint given last year. It is, however, hoped that the next decade

should bring about a considerable advance in the rural areas of Bengal.

69. The Primary Education Bill, if it becomes law, should in time banish illiteracy, while in the rural public health organisation, the cost of which is provided by Government, district boards have an instrument which, properly used, should enable them to stamp out cholera and small-pox, and possibly also to lessen the incidence of malaria. The introduction of taxes on vehicles, the proceeds thereof being earmarked for road development, should in time bring about a marked improvement in the communications of the countryside and thereby facilitate the marketing of agricultural produce, while the establishment of new union boards provides a network of authorities which can pay closer attention to the villagers' needs than a remote and overburdened district or local board can pay; the establishment of new union boards which use their powers of taxation is moreover, by an almost automatic process, progressively increasing the amount of money available for improvement of rural conditions.

Union boards

70. The year 1927-28, was remarkable for a large increase in the number of union boards. The total number of boards which worked during the year was 3,005 against 2,260 in the previous year, and in several districts union boards were sanctioned by Government but could not be formed before the close of the year.

71. Opposition to the application of the Village Self-Government Act has practically died down, except in a few localities. The change of attitude that takes place after union boards have been working for a few years in a district is noteworthy. When boards are first established, there is apt to be a certain amount of suspicion and reluctance to stand for election on the part of possible candidates for membership. After a few years' work, on the other hand, elections are keenly contested. An unfortunate feature of this change of attitude is that defeated candidates sometimes set themselves up in opposition to union boards and try to thwart their activities.

72. Newly formed union boards are naturally unwilling to make full use of their powers of taxation. Much could be done to overcome this reluctance if district boards were able to adopt a judicious policy of grant-in-aid, making their contributions proportionate to the amount of self-help shown by each union board, but however benevolent the attitude of district boards may be, few of them can afford to spend much on this account.

73. The union boards which worked during the year realised under clauses (a) and (b) of section 37 of the Bengal Village Self-Government Act and as rents of chaukidari chakran lands a total sum of Rs. 42.5 lakhs. In Tippera district in particular there was a notable increase in the amount of taxation under section 37 (b). Receipts from other sources brought the total income up to Rs. 56 lakhs, of which Rs. 35.2 lakhs was spent on establishment (chiefly daffadars and chaukidars) and collecting charges and the balance on what may be called "nation building" or "village uplift" work.

74. As was natural in a year of drought, special attention was paid to the improvement of water-supply, and much activity in this direction is reported. A few boards constructed or maintained small irrigation works. A number of dispensaries were maintained by union boards and, in some places, a good deal was done to promote or assist primary education. Union boards interested themselves in the construction and upkeep of village roads, and a few boards even went in for small town-planning schemes and for systems of street lighting. Several union boards in the Howrah district maintained a conservancy establishment. In some unions anti-malaria work was engaged in. The service of criminal and revenue processes by daffadars was satisfactory on the whole. The number of union benches and courts is increasing, and those that worked during the year were in general popular and inspired confidence.

75. Most of the district boards took much interest in the working of union boards, delegated duties to them and assisted them with such grants-in-aid as they could afford. The Bankura District Board alone not only showed no interest or sympathy, but adopted a definitely obstructive attitude towards the union boards which were established in its district at the beginning of the year under report, and refused to fulfil even its bare statutory obligations to them—a state of affairs which obviously cannot be allowed to continue. In spite of this handicap, the union boards in Bankura did much useful work during the year.

VII.—Agriculture.

76. The early part of the season up to the end of May was favourable, as alternate rain and sunshine enabled the sowing of both kharif crops and deep water paddy to be done in good time. The crops made good progress, and, on the whole, excellent yields of jute and aus paddy, also of deep water paddy, were realised. Timely preparation for transplanted paddy was

Work of the
Agricultural
Department—
General.

also made, but in June and July 1927 there was a prolonged drought over most parts of the province, and the subsequent rainfall was capricious. In parts of the Burdwan, Presidency and Rajshahi Divisions it was so deficient that over considerable tracts no paddy could be transplanted. In these tracts, notably portions of Burdwan, Bankura, Birbhum, Nadia, Murshidabad, Malda, Rajshahi and Dinajpur, there has been distress, with the necessity for charitable relief. Over the greater part of the country sugarcane in its late stages and rabi crops suffered from lack of moisture, and the season from October 1927 to March 1928 was one of the driest on record.

**Royal
Commission on
Agriculture.**

77. Since the close of the year the Report of the Royal Commission on Agriculture has been received, and is under careful consideration. The recommendations which are most comprehensive embrace a wide range of subjects for the amelioration of the condition of the raiyat. A conference of provincial representatives was called by the Government of India to consider the Commission's proposals and was held at Simla on 1st October 1928. Representatives of this province participated.

**Agricultural
education.**

78. The expensive scheme for an Agricultural Institute at Dacca is still far off realisation, owing to want of funds. The Royal Commission on Agriculture have recommended such a scheme and have also given their decision as to what they consider to be a suitable standard of qualification for admission to the institute, viz., the I.Sc.

79. The training of teachers in connection with the introduction of Agriculture into the curricula of High English and Middle English Schools on the lines of the Punjab system began at the Dacca Agricultural School in January 1928. The scheme provides for the admission of 15 teachers each year and the course will last for two years. Agricultural classes are already in existence in eight High English Schools in this Presidency. The Primary Schools at the Piasbari and Amriti Sericultural Nurseries in Malda and at the Kumarpur Nursery in Murshidabad district continued to do satisfactory work during the year. At the latter place the parents of the children attending the day classes asked for adult night classes for themselves. This has been carried out with success.

**Research and
experiment.**

80. Collaboration was made with the Universities of Dacca and Calcutta in the matter of research and experiment.

Fibres.

81. *Jute—Corchorus Capsularis*.—Varietal tests again confirmed the superiority of D 154 as a fibre-yielder. The promised higher yielding capacity of the intra-variatal strain has not

materialised. D 89, another strain, showed promise, but has not stood up in field test to D 154, which still retains its premier position.

Corchorus Olitorius—*Chinsurah Green*.—The departmental variety is not only in process of substituting other varieties of *Corchorus Olitorius*, but in penetrating into tracts which have hitherto grown nothing but *Corchorus Capsularis*.

82. *Oryza Sativa*.—One strain of Balam paddy (Chingri- Rice. bhusi No. 5) has, on an average of 3 years' tests, 20 per cent. better yielding capacity than local seed. All the most promising strains are being multiplied for distribution and the khas mahal area of 200 bighas at Charbadna across the river from Barisal will be under these strains in the season 1928-29. The crosses between early and late *aus* paddies, which yield about the same as, and ripen a fortnight earlier than, the standard *katak-tara*, are being multiplied. The value of these races in a double cropped rotation of *aus* and transplanted *aman* paddy is obvious. Crosses between early and late transplanted rices have produced very promising strains, which not only ripen earlier but have very high yielding capacity, while the grain in one strain is of particularly fine quality. In Western Bengal the departmental selections are doing well. The departmental varieties of Dudsar, Nagra and Jhingasail tested by Agricultural Associations and private persons were found to be 20 to 25 per cent. better than the local varieties. In the border districts of Bankura and Birbhum a departmental transplanted *aus* gave the best result in comparison with the most popular local *aus* paddies. Similarly, a departmental hybrid was first in the early *aman* tests, and Jhingasail was better than the local Kalikalma by 14 per cent. Jhingasail and Charnock are already spreading widely in this tract where, in collaboration with the Co-operative Irrigation Societies, several local seed farms are being established for their multiplication.

83. Comparative experiments with pure lines of Punjab, Pusa and local wheats continue, but no definite results are so far available. The selection work on Matikalai (*Phaseolus Mungo*) is progressing. Selection work on Marua (*Eleusine Coracana*) has elicited a heavy yielding open strain which is now being tested.

84. Experiments on cotton are being carried on with the Cotton. object of providing a revenue crop for the border districts of Midnapore, Bankura and Birbhum. Among types of Indian American, local and Bankura cottons, which are being tested, No. 135, an early maturing American strain, with a lint of

medium length, shows considerable promise and has already received appreciation in the cotton-growing centres of Midnapore district. Some types of local Bengal cottons also exhibit prospects.

Other crops.

85. Experiments on oil-seeds, pulses and fodder crops have given most encouraging results.

Cattle-breeding.

86. During the year under report a general scheme for cattle improvement was sanctioned by Government, including a premium bull system and collaboration with the Co-operative Department whereby Co-operative Societies will purchase bulls for their members. The scheme is already being put into operation in the district of Malda in which district cattle are already fairly good. Given a little more improvement, it will be possible to draw on Malda for other parts of Bengal. In the meantime, the ordinary demand for departmental bulls continues to be in excess of the supply, and it is proposed to obtain bulls required for Malda from the Tharparkar herd at the Government of India Farm at Karnal, Punjab. Of the two herds at Rangpur the cross Hansi-Desi one has made much more satisfactory progress as regards both stature and milking capacity than the pure Desi herd. The Sindhi herd at Dacca, the bulls of which are very popular, badly needs replenishing. Funds for the purpose have been allotted in the current year. To further increase the milk-supply 8 Murrah buffaloes will shortly be purchased. The Live Stock Expert has solved the fodder problem by making pit silage at the end of the monsoon. In the present year, instead of purchasing fodder, silage has placed Rangpur and Dacca in the position of having paddy straw for sale. The question of fodder for the countryside continues to receive serious attention. There is a definite demand for seed of fodder crop, and about 40 maunds of seed of Japanese millet crop were sold last year. Already cultivation of fodder crops is visibly on the increase. On the whole, it is possible to feel that the work on cattle and fodder is in a satisfactory state. During the year, the Bengal Cattle Committee came into existence with the object of advising Government on the question of improvement of cattle in Bengal.

87. A scheme has been administratively sanctioned for setting up a properly equipped dairy at Dacca Farm with modern buildings. When funds become available for this, the herd, now housed in old and unsuitable quarters, will be moved there, and it will be possible to instruct both Government's own officers and outside pupils as well in the correct methods of cattle

management and dairying. The increasing interest in the problem of milk-supply in large towns makes the implementing of this scheme a matter of prime importance.

88. The important post of Agricultural Engineer was sanctioned and Mr. H. C. E. Peterson has been appointed to it. Agricultural engineering. Not only the Agricultural Department but the public is using increasing quantities of improved agricultural implements and machinery, and an officer with expert engineering knowledge was absolutely necessary to ensure that departmental machinery is handled economically and to the best advantage, also for the purpose of advising the public in this direction.

89. The total number of Government nurseries during the year was 12—the same as last year. As usual, disease-free seed cocoons were distributed to rearers from these nurseries, excepting Vishnupur where the mulberry has not yet sufficiently established itself. A beginning will, however, shortly be made in this direction. The year was marked with unusually prolonged drought, which, with frost in January, reduced the yield of mulberry to an appreciable extent. Nevertheless, an increased amount of seed cocoons was produced, thus justifying the manuring policy now being followed in the nurseries. There was no serious outbreak of disease. Trials at Bolpur (Birbhum district) indicate that this tract is probably suitable for the rearing of shotopolu. Sericulture.

90. The work in connection with the construction of the Damodar Canal Project is in progress. Irrigation. This work will comprise about 230 miles of canals and will irrigate about 200,000 acres of paddy in the Burdwan and Hooghly districts. A portion of the main canal has been excavated, and the head sluice of the canal and under-sluices of the weir across the Damodar were commenced. Large quantities of materials have been collected, and two dragline excavators have been ordered for excavating the deeper portions of the canal and will be at work early next year.

91. The construction of the Bakreswar Irrigation Scheme in the district of Birbhum has been sanctioned at an estimated cost of Rs. 4,90,596. Materials have been collected for the weir, the construction of which will be taken up this cold weather; a portion of the canal has been excavated.

92. The Satkahonia Irrigation Scheme in the district of Burdwan has been administratively approved at an estimated cost of Rs. 4,40,183. Detailed estimates are under preparation.

The total length of the canal will be about 30 miles. The construction will cover a period of 3 years and the canal will irrigate 12,000 to 15,000 acres of land.

Grand Trunk Canal.

93. It has recently been decided not to proceed with the canal at present. The construction of locks and sluices along the southern bank of the Madaripur Bheel Route to control the flow from the Lower Kumar River is in full progress and the works are likely partially to come into operation next year.

Miscellaneous work.

94. The reconstruction of the Garia Bridge over Tolly's Nala has been completed and the bridge was opened to traffic on the 3rd June 1928. The Dum-Dum Bridge over the Circular Canal has been completed. The reconstruction of the Manicktolla and Belliaghata Bridges over the Circular Canal is in progress. The work is being carried out by the Calcutta Improvement Trust. During the year under review the Alipore Bridge over Tolly's Nala collapsed, and the traffic over it has been entirely closed. The reconstruction of the bridge will be taken up shortly.

Flood remedial measures.

95. As a result of a conference held in Contai in May 1927, the following proposals are under consideration with regard to the remedial measures to be adopted against floods in future in Contai:—

- (1) Construction of an escape channel from the Kaliaghye to the Bagda River.
- (2) A new drainage sluice at Bhaitgarh.
- (3) A new drainage sluice at Kalinagar.
- (4) Improvement of the drainage across the Orissa Coast Canal.
- (5) A new sluice across Amarkhali Khal.
- (6) Improvement of the Kaliaghye River.

96. The following schemes are also under consideration, but no decision has yet been arrived at:—

- (1) Panipia Scheme.
- (2) Dhoonia Scheme.
- (3) Barunda Scheme.
- (4) Hijili or Rusulpur Scheme.

97. The report of the Committee appointed by the Government of India last year to enquire into the causes of floods in Orissa and a portion of the Contai subdivision in this province and the possible means of preventing them and in connection

with which the services of Mr. Addams-Williams, Chief Engineer, of this department were lent, has not yet been published.

98. The Amirabad Scheme in the Contai subdivision has practically been completed.

It has been decided not to proceed with the entire scheme for remedial measures in the Ghatal subdivision of the Midnapore district at present, but to concentrate on the construction of the Gopiganj Sluice and one flood escape, the cost of which will be about Rs. 2,50,000.

99. A modified project amounting to Rs. 76,400 has been approved by Government and sent to the Collector, Burdwan, for taking action under Act VI of 1920.

The works are nearing completion.

A fresh estimate amounting to Rs. 11,58,507 for completing the unfinished works is under consideration. The object of the project is to improve the drainage of the tract drained by the Jaboona.

The project has been sanctioned at an estimated cost of Rs. 1,51,358. The channel is almost completed and the regulator nearly so. Two-thirds of the work have been done.

An estimate amounting to Rs. 8,89,042 for the project has been sanctioned, and the execution of the work under Act VI of 1920 has been approved by Government. The procedure under the Act has not as yet been completed.

100. Construction of the Salbund Weir in the district of Bankura has been completed. The question of taking over the weir by Government is still under consideration. The full area has raised good crops this year. The Kashianala Scheme (a minor irrigation scheme in the Birbhum district) has nearly been completed. The Amjhore Scheme in the Bankura district has also been fully used and the area served by the canal has raised good crops.

101. In the districts of Birbhum, Bankura, Midnapore and Burdwan there is a demand for small irrigation works. Investigations are being continued into the feasibility of constructing irrigation canals, and there appear to be good prospects of irrigating fairly large areas from the Dolong, Darkeswar, Sali and More Rivers, up to 50,000 acres in some cases.

Anti-malarial schemes:

(a) Rankini Doho Project, Burdwan district.

(b) Flushing of the Gobra Nala in the Murshidabad district.

(c) Jaboona Project II: Jessore, Nadia and 24-Parganas districts.

(d) Bhairab Project in the Meherpur subdivision of the Nadia district.

(e) Soadighi-Gangakhali Project in the Midnapore district.

Agricultural improvement.

Surveys and investigations.

The season.

102. The monsoon rainfall was above the average, except in local areas. The cessation of rain in September, however, caused considerable anxiety, but there was ample water in October which saved the situation. The crops, except in small areas on high land, are good throughout the province.

Landlords
and tenants.

103. The most common causes of friction between the landlords and their tenants were, as in previous years, enhancement of rents, exaction of abwabs, levy of interest on arrear rents, and mismanagement by the local agents of absentee landlords. In some districts indifference of the landlords to the sufferings of the tenants when the last *aman* crop failed tended to produce strained relations between the two classes. In the Dacca Division communal feeling continued to create friction between the Hindu landlords and their Muhammadan tenants, but fortunately it did not attain serious magnitude anywhere.

Illegal cesses.

104. Levy of abwabs continued unchecked, and the penal provisions of the Tenancy Act, which were framed with a view to protect tenants from exactions of this nature, were seldom resorted to. The payment of moderate sums over and above the legal rent has become a recognised practice, and until there is a general public feeling against the levy of abwabs, little or nothing can be done to abolish them.

VIII.—The Co-operative Movement.

Progress.

105. The year was by no means a prosperous one. Insufficiency of rainfall in the earlier part of the year, followed by a deficiency in the later rain in October 1927, materially affected the outturn of winter paddy throughout the province. The market was also unfavourable for jute and, in some cases, the price was so low that the people could not get even an adequate return for their labour. Altogether, the economic conditions were decidedly unfavourable, so far as the agriculturist in Bengal was concerned. In Chittagong Division the conditions were further aggravated by the prevalence in epidemic form of cholera and small-pox, and flood and landslips caused serious distress in some parts of the Darjeeling district.

106. The annual celebration of the International Co-operators' Day helped the realisation of the idea of brotherhood and fellowship among the members of societies in the province and beyond it. The contributions received from co-operative societies all over Bengal in aid of the distressed people in the Balurghat subdivision of the Dinajpur district enabled the Balurghat Central

Co-operative Bank to start and maintain a relief centre in that area.

107. One society in Rajshahi district adopted a system by which each member deposited 1/10th of his agricultural produce in the society and raised a sum of Rs. 1,867 in this way, thereby working independently of central bank assistance. The members of the primary societies in several districts have been able to effect a considerable reduction in expenses in connection with social ceremonies. Cases of litigation between the members of the same society are becoming rare in some districts, as all disputes between villagers are being settled by their societies.

108. The members in some societies have given up extravagant habits of drinking and smoking.

109. The Naogaon Ganja Cultivators' Co-operative Society, Limited, spent a sum of Rs. 12,381 during the year on education and subsidised 3 High English Schools and 45 primary schools for boys and girls within the area of its operation. Many village societies have established night schools as the only means in their power of removing the curse of illiteracy, 38 being in Bogra alone, and even men of advanced age are found to join these schools. Several Upper Primary and Lower Primary Schools have been started by societies in the different districts, and a weaving school at Feni.

110. The arrangements entered into with the Imperial Bank regarding financial assistance to the co-operative movement came into full operation from this year. The Provincial Bank had two cash credits with the Imperial Bank—one for Rs. 30,49 lakhs against securities lodged with the bank and the other for Rs. 10 lakhs on the security of the pro-notes of central banks. The local branches of the Imperial Bank allowed cash credits for Rs. 3,43 lakhs to some of the central banks on the guarantee of the Provincial Bank. This growth of financial relations between the Imperial Bank and the co-operative movement will remove the complaints which are often made and reiterated with emphasis that the banking system set up by Government, as represented by the Imperial Bank, has been designed specially for the persons who move the crop, the manufacturers who prepare the crop for export, and not the persons who produce the crop.

111. The question of the establishment of land mortgage banks under the Co-operative Societies Act has gained additional importance by the publication of the views of the Royal Agricultural Commission. The opinion of central banks have now been received and are under consideration.

Land mortgage
banks.

**Sale and
supply
societies.**

112. Further progress was achieved during the year in the marketing of agricultural produce with the help of sale societies. The most important of these are societies for the marketing of jute. The societies maintained their reputation for a regular standard of assortment, and with the help of the wholesale society in Calcutta, were able to keep in closer touch with the Calcutta market. In the local markets, too, they have made a definite impression. Arrangements were made to give training in jute assortment and business to the senior supervisors of the central banks concerned.

113. In the marketing of paddy, the most remarkable event was the development of the Central Sale Depôt at Ultadanga in Calcutta into a central paddy sale society organised on a co-operative basis and registered under the Act. It worked well during the year and opened a branch at Chetla, which was of particular utility for the disposal of stock of the sale societies in the Burdwan Division. This society has supplied the much needed link between the Calcutta market and the mufassal societies.

**Industrial
societies :
Silk union.**

114. There was a record of steady progress in industrial and producers' societies. The Bengal Co-operative Silk Union, which was established during the previous year, has made an excellent beginning. It embraces in the scope of its operations all stages of the silk industry from the rearing of cocoons to the marketing of the finished products and, in spite of the difficulties due to conflict with vested interests of the middlemen, there appears to be a bright future before it. The successful working of the Calcutta Milk Union has led to the formation of similar unions at Darjeeling and Dacca and to the organisation of a large number of milk societies in the villages. The scope for such societies is very large, and there is an equally great demand for pure milk in most of the towns of Bengal. A temporary post of Superintendent of Milk Societies has, therefore, been created since the close of the year, and there is every reason to hope that the milk-supply in urban areas will now be organised on a co-operative basis to the benefit of the producers and the consumers alike.

Milk union.

**Superintendent
of Milk
Societies.**

**Irrigation
societies.**

115. The benefits resulting from the re-excavation of the innumerable silted-up irrigation tanks and channels through the efforts of co-operative irrigation societies have convinced even sceptical persons that it is the only way to prevent crop failure and agricultural distress in the districts of Western Bengal. The year under report shows a steady increase in the number of irrigation societies, and but for the acute distress prevailing over a great

portion of this area, the progress would undoubtedly have been more rapid.

116. The Bengal Co-operative Organisation Society, Limited, continued to play an important part in the movement. In addition to the publication of two journals devoted to co-operative subjects, the society carried on propaganda with the help of lectures. It also undertook the training of central bank and departmental staff and of apprentice managers for jute sale societies.

Bengal
Co-operative
Organisation
Society.

117. As the Bengal Home Industries Association, which had for many years been in receipt of aid from Government, had failed to achieve the purpose it had set before it, i.e., the promoting and developing of home and cottage industries and above all the vital service of finding for them a market, Government decided to subsidise—with a capital grant of Rs. 3,000 for furniture and equipment and an annual recurring grant of Rs. 12,000 for 3 years—a new central sale depôt which will work under the direction of the Bengal Co-operative Organisation Society and the purpose of which will be to furnish a market for the products of all cottage industries and not for those co-operatively organised only. The depôt has just been started and is being conducted on business lines, and if it fails to become self-supporting, it is not intended to renew this subsidy at the end of this period.

Sale depôt.

118. Since the close of the year it has also been decided to grant a loan of Rs. 50,000 to the depôt at an interest of $7\frac{1}{2}$ per cent. per annum on the security of the goods at the depôt for advancing to cottage workers a reasonable proportion of the price of the finished articles immediately they are delivered at the depôt. It is hoped that this will go a great way towards stimulating the artisans in the province by providing a ready market for their goods and will lead to an improvement in their quality and quantity.

IX.—Industries.

119. The condition of the larger industries of the province remained practically unchanged, and most of the impediments in the way of expansion, such as tariff barriers, rapidly changing tariff rates, prohibitions, unstable currencies, contraction of credit, of production and of purchasing power, etc., still remain.

120. The most important industries of the province are jute, tea and coal, and though the first two maintained their prosperity,

the condition of the coal trade was far from encouraging. That the margin of profit in the coal trade is gradually decreasing will be evident from the fact that though the output of coal in 1927 was the second largest on record—there being an increase of about 5·16 per cent. over the previous years—the total value of coal produced in India decreased from Rs. 10,14,99,634 in 1926 to Rs. 9,48,70,013 in 1927.

121. The cotton mills in the province though small in number have made good progress. The Dhakeswari Cotton Mill in the district of Dacca, which began operations last year, has already made itself known to Indian customers.

122. The silk industry in the province is striving hard to withstand the competition of imported artificial silk, and it is hoped that with the introduction of improved methods of manufacture the stability of the industry may be maintained.

123. The position of the rice milling industry is satisfactory.

124. Many large match factories have been started in Calcutta and surrounding places, and it promises to become one of the organised industries of the province.

125. The distinctive feature of the hosiery industry in Bengal is that it is run almost entirely by Indian enterprise. Their products are popular, and the prospects of the industry run on proper lines are good. Its main difficulty is its dependence upon imported raw materials. Attempts, however, have been made by the Industries Department to obtain Indian hosiery yarn with encouraging results.

Industrial
research
work.

126. In the Industrial Research Laboratory the general equipment of the Chemical Section has now been completed. A very large range of investigations into the possible composition for match-heads was undertaken and completed during the year under report, the results being published in a departmental bulletin. Similar useful results have been obtained in respect of the manufacture of soap and shellac and of the bleaching of hosiery.

127. In the Engineering Section, the machines already designed by the Industrial Engineer were further improved and demonstrated before the public, and the most notable achievement in the year under report was the development of a small rice-husking machine, which was successfully demonstrated in the various parts of the province. Complete schemes for the manufacture of indigenous cutlery, daos, betel-nut crackers, etc., and brass and bell-metal articles by the casting process on small bazar

industry lines were worked out, and proposals for demonstrating them were laid before Government.

128. The Bengal Tanning Institute maintained the high tradition of its research and educational work. A number of important researches was made into the manufacture of good sole leather, chrome picking bands, lace and strap, and leather from buffalo hides. It is gratifying to note that many of the students have started small tanneries and achieved success. Demonstrators were sent round the province and have rendered useful service.

Bengal
Tanning
Institute.

129. The Government Weaving Institute, Serampore, continued its constructive work in the revival of this industry. One important administrative change was made during the year. With a view to leave the Principal free to give all his time to the development of the Central Textile Institute at Serampore, the administrative work connected with the district schools and other organisations in the mufassal was transferred from Serampore to the office of the Director of Industries, and the Assistant Principal joined the staff of the Director as Assistant Inspector of Weaving Schools. In the year under report 14 new peripatetic weaving schools were opened and the Silk Weaving and Dyeing Institute at Berhampore started its first session with about 60 students. Administrative approval was also accorded to the scheme for the establishment of 9 additional peripatetic weaving schools.

Handloom
Weaving
Industry.

130. There are at present 127 technical and industrial schools in Bengal, of which 51 are managed by Government, 5 by local funds and municipal boards, 64 receive Government aid, while 7 schools are under private management unaided by Government. With an increase of Rs. 30,000 per annum in arithmetical progression for 3 years in the grant-in-aid allotment, the work in this branch of the department was further developed and a new technical school at Krishnagar, which is expected to serve as a model to non-Government technical institutions in the province, was ready at the close of the year. Two State Technical Scholarships were awarded for the study of Ferro-Concrete and Steel Building Construction and of Pottery Manufacture in England for a term of 3 years from the session of 1927-28.

Technical
Education.

131. This department has no agency of its own to maintain contact with and give particular attention to the industrial problems in the district. Lecturers were, however, sent round the province to explain the raison d'être of the department and to invite the public to utilise the services of the expert officers. Large numbers of leaflets were also distributed in the mufassal.

Publicity and
Propaganda.

Demonstration parties serve as a useful link between the headquarters staff and the industrial public in the mufassal.

**Home
Industries.**

132. An important step was taken towards the close of the year when Government decided to discontinue its annual grant-in-aid, which in 1926-27 amounted to Rs. 10,000, to the Bengal Home Industries Association. The reason for this step was that this Association, for many years the recipient of aid from Government, had failed to achieve the purpose which it had set before it, i.e., the promoting and developing of home and cottage industries, and, above all, the vital service of finding for them a market. Instead, Government decided to subsidise for 3 years a new central sale dépôt which will work under the direction of the Bengal Co-operative Organisation Society, and the purpose of which will be to furnish a market for the products of cottage industries. It is intended to cater for all such industries and not for those co-operatively organised only. The dépôt is to be conducted on business lines, and if it fails to become self-supporting, it is not intended to renew the subsidy at the end of the period. It is sufficiently clear that the key to success for small industries lies in successful marketing and that the key to successful marketing lies in co-operative methods.

Labour unrest.

133. The number of trade disputes in the year involving stoppage of work was 42, as compared with 58 in the previous year. The number of workmen involved in these disputes was approximately 56,300 as against 133,953 in the year 1926-27, and the aggregate economic loss in working days was about 380,141 as compared with 1,283,153 in the previous year. Of the 42 disputes of the year, all of which were new disputes, 5 (involving about 17,420 work-people) were still in progress at the close of the year. Jute Mills and Presses account for about 33 per cent. of the total number of disputes in the year, Municipal conservancy establishments account for about 12 per cent., and the remaining 55 per cent. occurred in other industries and trades. A dispute in the East Indian Railway, still continuing when the year closed, was the most extensive strike during the year. Of the 42 disputes of the year, 21 were occasioned by demands for higher wages or by other questions affecting wages and their payment, 1 arose on a question respecting bonus, 8 on questions concerning discharge or dismissal and similar disciplinary action with regard to staff, 2 on details of leave and hours of work, and the remaining 10 on other miscellaneous issues. Three of the 5 disputes still in progress at the close of the year, although arising ostensibly out of wage questions, were connected with the East Indian Railway dispute mentioned above.

134. Settlements were effected in the case of 37 disputes, and the remaining 5 continued at the end of the year. Only 7 of the reported disputes were settled in favour of the employees either wholly or in part, and 27 were settled against them, while in the remaining 3 cases, work was resumed either as the result of compromise or pending negotiations.

135. A new conciliation panel to deal with industrial disputes affecting public utility services in Calcutta and its neighbourhood was constituted by Government with effect from the 1st April 1927.

136. The Indian Trade Unions Act, 1926, came into effect during the year, and several labour organisations, a proportion of which were in a precarious condition owing to irregular constitution and indifferent management, acquired new vigour and set about the task of putting their houses in order with a view to registration under the Act. Trade union movement.

137. Under the new impetus, however, the lack of cohesion among trade union organisations, visible in the previous year in quarrels and temporary splits, developed into a disintegrating force resulting in the registration in more than one case, of more than one union purporting to represent the same class of employees. The National Seamen's Union of India, Burma, Ceylon and Malaya (an unregistered body), which arose last year out of the dismemberment of the Indian Seamen's Union, Calcutta, and became eventually merged in the parent body, gave place to a new dissenting body calling itself the Indian Seamen's Union. The separatist movement started in the previous year by a disaffected section of the members of the Garden Reach Branch of the Bengal-Nagpur Railway Indian Labour Union resulted in the permanent establishment of an independent union under the name of "the Bengal-Nagpur Railway Employees' Union, Kidderpore," and towards the close of the year a similar movement was set on foot by the Kharagpur branch of the same union. The employees at the Eastern Bengal Railway Workshops at Kanchrapara, 24-Parganas, seceded from the Eastern Bengal Railway Indian Employees' Association and set up an independent organisation entitled the Kanchrapara Railway Workmen's Union. Signs of disaffection were also visible among an influential section of the members of the Indian Quartermasters' Union, Calcutta.

138. The year also saw the birth of several labour bodies, mainly in Calcutta and its neighbourhood. Some of these bodies

were prominently connected with labour troubles during the year. Two of the most prominent were—

- (i) the Port Trust Mariners' and Workers' Union, Calcutta, which arose out of the amalgamation of two earlier bodies, covering the transport menials employed under the Commissioners for the Port of Calcutta, and
- (ii) the Scavengers' Union, Calcutta, which embraces the conservancy staffs under the Corporation of Calcutta.

139. A noteworthy event of the year was the holding in Calcutta in August 1928 of the second session of the All-India Press Employees' Conference, which gave a new impetus to organisations of pressmen and stimulated in them a desire for expansion by affiliation.

Working
of the
Indian Trade
Unions Act,
1926.

140. The Indian Trade Unions Act, 1926, was in operation for a part of the year under review, and two trade unions, with an aggregate membership of 2,029, were registered under the Act. The total balance in the general funds of these two unions was Rs. 647-10-6 at the close of the year, and neither of them started a political fund. There was no appeal against any of the decisions of the Registrar, nor was there any case of withdrawal or cancellation of certificate of registration of a Trade Union during the year.

X.—Education.

General.

141. The administration of the department remained in charge of the Hon'ble Nawab Musharruf Hossain, Khan Bahadur, throughout the year 1928. It has been found possible to introduce the Bengal (Rural) Primary Education Bill in the Bengal Legislative Council and also to proceed with the framing of a Secondary Education Bill for submission to the Council. The other noteworthy features of improvement were the revival of public examination at the close of the Primary (Maktab) Final Course, the introduction of the scheme of provident fund for teachers in non-pensionable service, and the opening of a class at the Dacca Agricultural Farm for imparting agricultural training to selected teachers of non-Government secondary schools.

Universities.

142. The Universities of Calcutta and Dacca continued their work, each on its own characteristic lines. On the retirement of Mr. J. N. Sarkar, M.A., C.I.E., Rev. Dr. W. S. Urquhart was appointed the Vice-Chancellor of the Calcutta University. No decision has as yet been arrived at with regard to the question of the reconstitution of the Calcutta University on the basis of the recommendations of the Sadler Commission.

143. The constitution and functions of the proposed Board of Secondary Education was under examination during the year by a small Committee of the Calcutta University, and Dr. W. A. Jenkins, I.E.S., was placed on special duty in the Education Department to draft a workable scheme. Proposals formulated by him are under consideration of Government. The most noteworthy event of the year in connection with the Dacca University was the sanction given by Government to the construction of the Muslim Hall at an estimated cost of Rs. 9,06,884. The underground sewerage scheme in the University area was nearing completion. The Government of India decided to raise a unit of 2 platoons at Dacca, and work in connection with the University Training Corps has been started; about 100 students and 16 teachers participated in the training which commenced in November 1927.

144. For the purpose of introducing higher instruction in Agriculture, proposals have been worked out to add a Department of Botany and Bacteriology and ultimately a Department of Bio-Chemistry and Chemical Technology for the Dacca University.

145. The general condition of secondary education continued unsatisfactory. It has been, however, possible to improve conditions of employment of teachers to some extent by increasing rates of fees, making additional grants from Government and by the institution of a provident fund, but the majority of teachers employed in schools under private management are still ill-paid and, in many cases, insufficiently qualified. There is much room for improvement in the method of recognition of High Schools, the courses taught by them, and in the nature of examination to which High School pupils are presented. The draft regulation passed by the Senate of the Calcutta University with the object of revising the character of the Matriculation Examination is still under discussion. Reform in these directions can only be hoped for when the proposed Board of Secondary Education comes into existence.

Secondary
education.

146. The most important event of the year under review is the introduction in the local legislature of the Bengal (Rural) Primary Education Bill, 1927.

Primary
education.

147. The total cost of maintaining Primary Schools for Indian boys amounted during the year under review to Rs. 62,36,249, as compared with Rs. 55,90,162 spent for the purpose in the previous year. Of the total direct expenditure, Rs. 30,84,336 or 49.46 per cent. was met from public funds and Rs. 31,51,913 or 50.54 per cent. was provided from private sources. An additional sum of Rs. 2,70,000 out of the

Rs. 5,51,000 sanctioned in 1926-27 was distributed by Government during the year under review for supplementing the pay of trained and untrained teachers employed in aided Primary Schools and Maktabas for boys in district board areas. The number of Panchayati Union Schools or Primary Schools managed by district boards has steadily increased, as the funds required for both capital and maintenance charges are provided by Government. The unschooled areas are being gradually provided with this type of schools. In 1927-28, a sum of Rs. 41,000 was sanctioned by Government for the construction of 41 Panchayati Union Schools. Administrative approval has also been given to an additional recurring expenditure of Rs. 1,91,000 per annum for raising the pay of the teachers employed in Board Lower Primary Schools. Primary Schools under Mr. Biss's scheme are more expensive than the Panchayati Union Schools, and hence the scheme is making slow progress, owing chiefly to the reluctance of local bodies to contribute their share of the cost or to levy a cess. Nevertheless, some progress has been made, and in 1927-28 a sum of Rs. 16,619 was sanctioned for opening 34 Primary Schools of this type in certain municipal and union board areas in the province. It may be mentioned in this connection that the Chittagong Municipality has been the first and, up to date, the only local authority, to make primary education compulsory within its area under the Bengal Primary Education Act of 1919. In the municipal area at Chittagong, primary education is also free, and no cess has been found necessary.

Muhammadan education.

148. In the primary stage of education, the proportion of Muhammadans to the total number of students was 51·8 per cent., but in the middle and high stages of instruction, the proportion was 19·5 and 14·8 per cent. respectively. In the Arts and Professional Colleges, the proportion of Muhammadan students was still less. These figures go to demonstrate beyond doubt that although the Moslem community are able to hold their own in primary education, much leeway has yet to be made by them in the matter of secondary and higher education.

149. The facilities offered by the Dacca University and the Islamia College, Calcutta, continued however to attract students, and a beginning has been made with the construction of a suitable building for the Muslim Hall of the Dacca University at a cost of about Rs. 9 lakhs. To the Islamia College, Calcutta, has been transferred 20 of the 50 Mohsin stipends of the value of Rs. 7 per mensem reserved for Moslem under-graduates at the Presidency College, and this step will go some way towards increasing the popularity of the Islamia College. The absence of suitable provision for a play-ground and a swimming-tank for

the students of the Islamia College and the Calcutta Madrasah was keenly felt, and in December 1928 administrative approval was accorded to the acquisition of certain plots of land in the Gora Chand Road for the purpose, at an estimated cost of Rs. 2,04,700. The acquisition is nearing completion, and it is expected that a suitable play-ground for the students of the two institutions will be a fait accompli before the end of the next year. Muhammadan students continued to enjoy during the year under report the special concessions of reservation of places in Government and aided schools, the grant of special scholarships and stipends, and free studentships to the extent of 15 per cent. of their own enrolment. During the year under review, some generous donations were received by the Dacca University from the Nawab of Dacca and Mr. Syed Abdul Hafuz for the grant of scholarships and stipends to students of the Muslim Hall. The Lytton Moslem Scholarship Fund was also created by the Government with the donations of the Hon'ble Nawab Musharruf Hossain, Khan Bahadur, of Jalpaiguri, Babu Rameshwar Natham., His Exalted Highness the Nizam of Hyderabad and Mr. A. N. Paruk for the award of scholarships to Moslem graduates of the Calcutta University and the Dacca University to enable them to prosecute their studies abroad. The first scholarship was awarded in 1928 to Maulvi Abdul Hakim, B.A., a student of the Muslim Hall of Dacca University, to enable him to pursue a course of study for the Mathematical Tripos of the University of Cambridge.

150. The Girls' Middle English Schools at Khulna, Madaripur and Comilla have been converted into High Schools. The spontaneous demand for such conversion is a sign for a better future. The Women's Educational League is beginning to take a great interest in women's education in the province. Large parties of girls attended the lectures organised by the Bengal Women's Educational League on the League of Nations and on the Stream of Indian History delivered by Mr. J. H. Lindsay, I.C.S., and Mr. J. N. Sarkar, C.I.E. Physical drill has been introduced in the Bethune College and the Collegiate School as an experimental measure under the guidance of an European Instructress. Schemes for the establishment of a Training College for women teachers and for the establishment of a High School for Moslem girls in Calcutta are under consideration.

Education of
Indian girls
and women.

151. The educational administration of the province was controlled by the Director, assisted by an Assistant Director, an Assistant Director for Muhammadan Education and an Additional Assistant Director. Mr. Oaten, the permanent Director of Public Instruction, proceeded on long leave.

Controlling
and inspecting
agency.

152. In last year's review it was stated that the local Government was formulating proposals for the constitution of a new Superior Educational Service in place of the existing All-India Service. Considerable progress has been made in the matter, and, pending the constitution of a new service, the vacancies in the Indian Educational Service posts are filled either by the temporary appointment on special rates of pay of new recruits selected on the recommendations of the Selection Board or by the officiating appointment of officers of the Bengal Educational Service on their own pay.

Miscellaneous.

153. A new syllabus of physical instruction has been sanctioned for Classes III to X. Drill has been made compulsory in all the classes of Primary, Middle and High Schools and Madrasahs. A Physical Director has been appointed for working out a complete scheme for the improvement of physical instruction in the Presidency. Trained graduates are being appointed as Physical Instructors in Government secondary schools. The Universities of Calcutta and Dacca have also made adequate arrangements for supervising physical exercise. Courses in Physical Training are also arranged by the Young Women's Christian Association, Calcutta, under the supervision of a Physical Directress for women teachers of Government aided and unaided schools. A trained Physical Instructress has been appointed for teaching Drill to the students of the Bethune College and the Collegiate School.

XI.—The Legislative Council.

Sittings.

154. The Bengal Legislative Council sat for 52 days during the year under review.

**Legislation :
Government
Bills.**

155. The Council during the year under review passed the following Bills introduced by Government, viz.—

- (1) The Dacca University (Amendment) Bill, 1928.
- (2) The Bengal Medical (Amendment) Bill, 1928.
- (3) The Bengal Tenancy (Amendment) Bill, 1928.

Numbers (1), (2) and (3) have respectively become Acts II, III and IV of 1928.

156. The Bengal Village Self-Government (Amendment) Bill, 1928, which aimed at empowering union boards to combine for certain purposes, was taken into consideration. Some amendments were carried against the Government, depriving Commissioners and District Magistrates of certain of their powers of

control over union boards. The Hon'ble Minister thereupon declined for the time being to move that the Bill be passed.

157. The following two Government Bills are also pending in the Council, viz.— Government Bills pending.

(1) The Bengal State Aid to Industries Bill, 1928, introduced on the 9th August, 1928.

(2) The Bengal (Rural) Primary Education Bill, 1928, introduced on the same date.

A motion to circulate No. (1) for the purpose of eliciting opinion thereon was moved and carried by the Council, while No. (2) was referred to a Select Committee.

158. The Council dealt with the following non-official Bills, viz.— Non-official legislation.

(1) The Bengal Village Self-Government (Amendment) Bill by Rai Harendra Nath Chaudhuri. The Bill was taken into consideration and passed by the Council on the 6th August, 1928. The Bill is still awaiting the assent of His Excellency the Governor.

(2) The Calcutta University Bill, 1927, by Dr. Pramathanath Banerjee. The Council referred this Bill to a Select Committee on the 6th August, 1928.

(3) The Bengal Agricultural and Sanitary Improvement (Amendment) Bill, 1928, by Babu Jitendralal Bannerjee. A motion for leave to introduce the Bill was carried on the 9th February, 1928.

(4) The Calcutta Municipal (Amendment) Bill by Rai Harendranath Chaudhuri, introduced on the 14th December 1927, was referred to a Select Committee on the 6th August, 1928,

159. The following Bills, of which notice had been given by non-official members, were not actually introduced:—

(1) The Future Markets Bill, 1927, by Babu Prabhu Doyal Himatsingka.

(2) The Calcutta Municipal (Amendment) Bill, 1928, by Mr. A. C. Banerjee.

(3) The Bengal Medical (Amendment) Bill, 1928, by Dr. Kumud Sankar Ray.

- (4) The Bengal Cattle Bill, 1928, by Babu Jatindra Nath Chakravarty.
- (5) The Calcutta Municipal (Amendment) Bill, 1928, by Mr. A. C. Banerjee.

Questions.

160. Notices were received of 532 questions, of which 393 were actually put and answered during the year. This number does not include supplementary questions, of which there were a very large number.

Resolutions.

161. Two Government resolutions and 82 resolutions of non-official members were tabled for discussion in 1928. Of the Government resolutions, both were carried. Of the non-official resolutions, 12 were carried, 3 lost, 3 withdrawn in the absence of the sponsors and 1 remained undisposed of when the Council was adjourned for want of a quorum. The remainder of the resolutions were not discussed.

162. An account of the more important resolutions moved and discussed in the Council is given below:—

- (1) The most important resolution was that tabled by Government relating to the appointment of a Committee of the Council to assist the Statutory Commission. The debate on the resolution continued for two days. Two amendments—one recommending that the Committee be given the same status and powers as the members of the Statutory Commission as regards the examination of witnesses and access to documents, and the other providing that the Council be given an opportunity of expressing their opinion on the Committee's Report before it was presented to the Commission—were accepted by the Government and agreed to by the Council without a division. The resolution as amended was carried on the 10th July 1928 by 72 to 50 votes.
- (2) A resolution recommending that the Committee to assist the Statutory Commission shall consist of seven members to be elected by the Council by means of the single transferable vote was moved, discussed and carried without a division.

Motion on constitutional Reforms.

163. An important motion expressing the opinion of the Council as to the lines of advance in constitutional reforms was moved, discussed and carried in a modified form without a division on the 1st August, 1928.

164. Two motions for adjournment of the Council for the purpose of discussing definite matters of urgent public importance were made. These are enumerated below:—

Motions for
adjournment.

- (1) On the 7th February 1928, Babu Jitendralal Bannerjee obtained the consent of the Hon'ble the President to move that the business of the Council do stand adjourned for the purpose of discussing the brutality, high-handedness and unnecessary violence of the military and the police on the occasion of the hartal observed in Calcutta on the 3rd February 1928. The mover, finding his party absent, abstained from asking for leave to move his motion.
- (2) On the 11th July 1928, Sriji Bijoy Kumar Chatterjee moved that the business of the Council be adjourned for the purpose of discussing the serious situation that had arisen out of the inadequacy of the steps taken by the Government for relief of the people of some districts in Bengal distressed by famine. The motion was put and agreed to. Notice of another motion on the same subject was received from Mr. A. K. Fazl-ul-Huq.

165. The annual budget for 1928-29 was presented to the Council on the 20th February 1928, general discussion took place on the 29th February and the 1st March 1928, and voting on grants on the 12th-28th March 1928. The Council passed all the demands, including the one for Ministers' salaries. One substantial cut was made under "31—Education (Transferred)," and a few token cuts were carried under different heads as detailed below:—

Budget.

- (1) To express disapproval of the administration of the Land Revenue Department for not introducing the Bengal Tenancy (Amendment) Bill, a token cut of Re. 1 was made in the Land Revenue Budget.

This motion was carried by 76 to 29 votes on the 12th March 1928.

- (2) To draw the attention of the Government to the indiscriminate manner in which liquor licences were issued, a token cut of Re. 1 was made in the Excise budget.

This motion was carried by 50 to 45 votes on the 13th March 1928.

- (3) To draw the attention of the Government to the fact that there had been an abnormal rise in forest permit fees to the prejudice of the local inhabitants, a token cut of Re. 1 was made in the Forest demand.

This motion was carried by 54 to 52 votes on the 13th March 1928.

- (4) (a) To criticise the general policy and administration of the Irrigation Department, a token cut of Rs. 100 was made in the demand for Irrigation.

This motion was carried by 54 to 34 votes on the 13th March 1928.

- (b) A further token cut of Rs. 100 was made under the same head on the 14th March 1928, and the Government was urged to modify their Irrigation policy.

This motion was carried by 66 to 44 votes.

- (5) (a) An attack was made on the continued existence of the Executive Council by the carrying of a token cut of Rs. 100 in "22—General administration."

This motion was carried by 51 to 50 votes on the 14th March 1928.

- (b) To express dissatisfaction at the failure of Government to hold an open inquiry into the incidents relating to the shooting at Kulakati and not granting amnesty in communal cases, a token cut of Rs. 3 was made under the same head.

This motion was carried by 61 to 43 votes on the 15th March 1928.

- (6) (a) To draw the attention of the Government to the need for granting facilities to Muhammadan prisoners in jails in regard to their religious observances and in the matter of provision of suitable latrines, a token cut of Re. 1 was made in the demand for "Jails and convict settlements."

This motion was carried by 48 to 41 votes on the 17th March 1928.

- (b) To protest against the treatment of political prisoners in jails, a token cut of Re. 1 was made in the demand for pay of warders.

The motion was carried by 44 to 41 votes on the same date.

- (7) (a) To draw the attention of the Government to the paucity of Muhammadans in the Calcutta Police, a token cut of Rs. 100 was made in the "Police" budget.

This motion was carried by 54 to 45 votes on the 20th March 1928.

- (b) To condemn the action of the police, and especially the Sergeants, on the 3rd February, the day of hartal, a token cut of Re. 1 was made under the same head.

This motion was carried by 59 to 48 votes on the same date.

- (8) An attack was made on the administration of the Port Trust by the carrying of a token cut of Rs. 100 in "27—Ports and pilotage."

This motion was carried by 61 to 40 votes on the 20th March 1928.

- (9) The Council refused the demand of Rs. 17,500 representing the proposed salary of the Vice-Chancellor of the Calcutta University under the head "31—Education (Transferred)."

This motion was carried without a division on the 22nd March 1928.

166. The guillotine fell at 5 o'clock on the 27th March 1928, and the remaining demands were each separately put and carried without a division:—

- (1) On the 20th February 1928, the Council granted a sum of Rs. 40,000 for expenditure under the head "43—Famine relief and insurance" for granting relief to people affected by famine conditions.

Supplementary
and additional
grants.

The motion for a token cut of Re. 1, in order to draw the attention of Government to the fact that the sum was inadequate, was negatived by 29 to 36 votes.

- (2) On the 12th March 1928, the Council granted a sum of Rs. 43,000 under the head "24—Administration of justice" to meet the probable excess expenditure during the current financial year.

The motion for a token cut of Re. 1, in support of the allegation that the department is administered in disregard not only of popular opinion but also of that of high administrative authorities, was negatived.

- (3) On the 2nd August 1928, the Council voted a sum of Rs. 38,592 under the head "25—Jails and convict settlements" to meet the cost on account of revision of pay of the warder establishment in Bengal during the current financial year.

- (4) The Council rejected, as detailed below, the demand of Rs. 5,37,000 under the head "26—Police" to meet the extra cost on account of revision of pay of certain subordinate ranks of the Police Force during the current year:—

- (a) The motion for the reduction of the amount by Rs. 5,00,000 was carried by the Council by 59 to 51 votes.
- (b) The original demand under the same head, as amended by the Council, was put and rejected by 61 to 52 votes.

The whole amount was certified by His Excellency the Governor, and the certificate was laid on the table under section 72D of the Government of India Act on the 28th August 1928.

- (5) On the 2nd August 1928, the Council voted a further sum of Rs. 1,00,000 under the head "43—Famine relief and insurance."

The motion for a token cut of Re. 1 to signify the inadequacy of the grant was carried without a division.

Important features.

167. The Council showed a marked desire to use to the full the privilege of asking supplementary questions.

168. The year was notable for the passing of an important, controversial and intricate piece of legislation, viz., the Bengal

Tenancy (Amendment) Bill, 1928. The Council took 20 days for its consideration and in their work showed a distinct increase in business-like concentration on essentials and a growing appreciation of brevity in speech and propriety in debate.

169. After the resignation tendered by Mr. B. Chakravarti and Mr. A. K. Ghuznavi (now Sir Abdel Kerim Ghuznavi), the Hon'ble Sir P. C. Mitter and Hon'ble Nawab Musharruf Hossain, Khan Bahadur, were appointed as Ministers on the 10th October 1927. Their salary was voted in the annual budget for 1928-29, but on the 21st March 1928, a motion of no confidence under the new rule 12A of the Bengal Legislative Council Rules was brought against each of the Ministers by Maharaja Sashi Kanta Acharyya Chaudhuri of Muktagacha and was discussed and lost by 65 to 60 votes for the Hon'ble Nawab Musharruf Hossain, Khan Bahadur, and by 66 to 61 votes for the Hon'ble Sir P. C. Mitter.

170. The Council displayed at budget and other times a lively interest in the irrigation policy of the local Government. This was chiefly due, perhaps, to the visit of Sir William Wilcocks to this province. Non-official members took several opportunities of expressing dissatisfaction with the Irrigation Department which, they affirmed, had no definite policy.

171. Except for the attempt to refuse the demand for Education on a surprise vote, the Council this year followed more than on any previous occasion the accepted Parliamentary convention of making no serious cuts in the supplies. The demand for Education was carried by three votes only, the Swarajists opposing it in a body. There was no doubt that some of the other members who voted with the Swarajists did so in the belief that the defeat of the grant for Education would necessarily mean the resignation of the Minister.

Part II

CHAPTER I.—PHYSICAL AND POLITICAL GEOGRAPHY.

For—

Physical features of the country, area, climate and chief staples.

Historical summary.

Forms of Administration.

Character of Land Tenures and system of Surveys and Settlement.

Civil Divisions of British Territory.

Details of the last census.

See—

General Administration Report for 1921-22, Part II, pages 1—141.

Changes in the Administration.

On the expiry of the tenure of office of the Hon'ble Mr. James Donald, C.S.I., C.I.E., I.C.S., the Hon'ble Mr. A. Marr, C.I.E., I.C.S., succeeded him as Member of the Bengal Executive Council on the 8th October 1927.

2. Leave for two months having been granted to the Hon'ble Maharaja Kshaunish Chandra Ray Bahadur, of Nadia, with effect from the 11th April 1928, Sir Nalini Ranjan Chatarji, kt., was appointed to be a temporary Member of the Bengal Executive Council. The Maharaja Bahadur died on the 22nd May 1928, and was succeeded by the Hon'ble Sir Provash Chunder Mitter, kt., C.I.E., on the 31st July 1928. The Hon'ble Sir Nalini Ranjan Chatarji continued to act as a temporary Member of the Council during the intervening period.

3. The Hon'ble Nawab Bahadur Saiyid Nawab Ali Chaudhuri succeeded the Hon'ble Maharaja as Vice-President of the Bengal Executive Council on the 11th April 1928.

4. Leave for four months having been granted to the Hon'ble Mr. A. N. Moberly, C.I.E., I.C.S., with effect from the 6th June 1928, the Hon'ble Mr. W. D. R. Prentice, C.I.E., I.C.S., was appointed to be a temporary Member of the Executive Council.

5. Subsequently, the leave was extended by two months by the Secretary of State in Council and the Hon'ble Mr. W. D. R. Prentice continued as a temporary Member.

6. In consequence of the appointment of the Hon'ble Sir Provash Chunder Mitter as a Member of the Executive Council from the 31st July 1928, all the Transferred Subjects are being administered by the Hon'ble Nawab Musharruf Hosain, Khan Bahadur.

Relations with the Tributary States and Frontier Affairs.

(a) COOCH BEHAR.

[Annual Administration Report of the Cooch Behar State for the year 1927-28.]

Area—1,318 square miles; population—592,372; chief products—rice, jute and tobacco; military force—305 men and 4 guns; present Maharaja—His Highness Maharaja Jagaddipendra Narayan Bhup Bahadur.

7. The gross earnings of the Cooch Behar State Railway amounted to Rs. 5,20,456, and the net earnings to Rs. 2,81,028, thus showing a slight improvement on last year's returns. The percentage of working expenses over gross earnings was 46·00 against 45·92 in the previous year. State
Railway.

8. The revenue of the State amounted to Rs. 41,58,104 against Rs. 39,85,817 in 1926, while the expenditure was Rs. 37,33,985 against Rs. 41,25,148 of the preceding year. There was thus a substantial surplus. Finance.

9. The total rainfall during the year was 152·01 inches, an increase of 20·25 inches over last year's figure. Although the rainfall was greatly in excess of the previous year, it was not so seasonable and, consequently, it was not as beneficial to the country as the lesser rainfall of the preceding year. Weather and
Crops.

There were no heavy floods during the year, though in one subdivision heavy rains retarded weeding operations to some extent. Weather conditions were not very favourable to jute cultivation, and the area sown decreased partly on this account and partly on account of the low prices which ruled during the year. The outturn, however, was the same as in 1926. The price of common rice showed a slight decrease and ranged from Rs. 6 to Rs. 7 or in some cases Rs. 8 per maund. The outturn of tobacco was normal.

10. The number of subdivisional higher English schools remained the same as in the previous year. The number of primary schools was 294, which showed an increase of 3 over last year's figure.

Though the number of students in the Victoria School showed a further decrease, progress was maintained and the results of the I.A. and I.Sc. Examinations showed some improvement.

Public Health.

11. Although in many parts of the State small-pox and cholera prevailed in severe epidemic form, the health of the people was generally good.

(b) TRIPURA.

[Annual Administration Report of the Tripura State for the year 1927-28.]

Area—4,116 square miles; population—304,437; revenue from the zamindaries—Rs. 11,94,988; chief products—paddy, cotton, til, mustard, jute and sugarcane; military strength—286, including officers; present Maharaja—His Highness Maharaja Bir Bikram Kishore Deb Barman Bahadur, Maharaja of Tripura; age—20 years; family—Indo-Chinese; caste—Kshatriya; residence—Agartala.

Political
Agent.

12. Until he relinquished charge to Mr. H. W. Lyne, I.C.S., on the 31st January 1928, Mr. W. H. Nelson, I.C.S., was the Political Agent during the period under review, except for a brief interval of three weeks when Mr. H. G. S. Bivar, I.C.S., officiated.

Revenue and
Finance.

13. During the year the total revenue of the State amounted to Rs. 18,77,136 against Rs. 18,50,807 in the previous year. The total receipts from all sources including deposits and law charges came up to Rs. 31,60,520 against the previous year's figure of Rs. 34,01,587. The total sum available for expenditure including the opening balance of Rs. 14,19,636 was Rs. 45,80,156 against last year's figure of Rs. 43,89,857.

Protection.

14. The number of cases reported to the Police showed a slight increase, being 1,377 against 1,318 in the previous year. The number of persons arrested was 830, out of which 721 were sent up for trial. Recovery of stolen property showed a marked improvement, the percentage being 46·33 against 14·95 of the previous year.

Weather and
Crops.

15. The average rainfall of the year was 78·37 inches against 110·04 recorded last year, and the quinquennial average was 98·81 inches. The outturn of cotton and early paddy was unsatisfactory,

while that of mustard, jute, potatoes and chillies was normal. The tea industry showed a steady progress over last year's outturn and the tea was sold at a good price.

16. During the year there were 146 deaths from cholera and 63 from small-pox. Of 164 treated for kala-azar, 103 were cured, 50 gave up treatment, 3 died and 8 remained under treatment. Public Health.

17. The number of pupils attending schools showed a slight increase, viz., 6,848 against 6,331 last year, and the number of primary schools also increased. General.

Condition of the People.

[Report on the Land Revenue Administration of Bengal for the year 1927-28.]

18. The year was not free from natural calamities. In the Contai subdivision of the district of Midnapore the winter crop over a considerable area was destroyed by floods. Portions of the districts of Chittagong and Noakhali also suffered from severe storms. Later in the year, parts of the districts of Burdwan, Birbhum, Bankura, Murshidabad, Nadia, Malda and Dinajpur suffered from deficient rainfall, resulting in failure of winter crops which caused acute distress particularly to the cultivating classes and landless labourers. To meet the situation, relief operations were started by the District Boards concerned with their own funds, supplemented by advances from Government. Land improvement and agriculturists' loans amounting to Rs. 4,19,218 were also distributed according to requirements. Besides, various relief committees were organised to help the affected people. Government supplemented the resources of these bodies by allotting money for gratuitous relief. But most of these measures were undertaken in the year 1928-29.

19. Barring a temporary fall in the areas affected by the failure of the winter crop, the rates of wages for labour continued generally to rule high. Landless middle-class people with fixed incomes continued to suffer from high prices and dearth of employment for intellectual labour. Malaria, kala-azar, cholera and small-pox were, as in previous years, prevalent in most of the districts. It is, however, a gratifying feature that there has been an awakening of the people themselves to the importance of improving the public health.

20. The depression of the coal industry continued, and the condition of the iron industry became unfavourable during the year. Cotton, jute and rice mills fared well, and the year was a fairly prosperous one for tea. The weaving industry, which is the most important home industry of the Presidency, was on the whole carried on satisfactorily. During the year, the Port of Chittagong was converted into a major port, and its control transferred to the Imperial Government. Motor-buses and taxis were introduced in large numbers in all the districts of the Presidency, thus facilitating communications.

21. There were labour troubles except in the district of Howrah. The most important of these was the strike of the East Indian Railway workshop employees at Lillooah which started in the beginning of March and continued after the close of the year.

22. The number of co-operative societies in the province continued to increase and exercise an indirect influence in lowering the rate of interest charged by private money-lenders.

CHAPTER II.—ADMINISTRATION OF THE LAND.

Realisation of the Revenue.

[Report on the Land Revenue Administration of Bengal for the year 1927-28.]

23. The total number of estates paying land revenue was 100,614 against 100,295 in the preceding year. Of these, 93,538 were permanently-settled estates, 4,325 were temporarily-settled and 2,751 were estates under the direct management of Government. The increase of 319 estates was due to partition and to the creation of new estates by resumption and settlement. The current demand on account of land revenue for the year was Rs. 2,93,33,715 against Rs. 2,91,09,322 in the preceding year. The increase of Rs. 2,24,393 in the demand is due to settlement of newly-accreted lands, to resettlement of temporarily-settled estates on the termination of the existing leases and also to progressive increase of demand in Government estates. The total realisable demand, including arrears of Rs. 16,15,959, was Rs. 3,09,49,674, out of which the amount collected was Rs. 2,90,30,904, being 93·79 per cent. of the total and 98·96 per cent. of the current demand against 94·64 and 99·30 per cent., respectively, in the previous year. The total remissions amounted to Rs. 74,918 against Rs. 75,328 in the preceding year. The total outstanding balances amounted to Rs. 18,43,854, or 5·9 per cent. of the total demand. The major portion of the balance is in process of recovery.

Total collection.

24. The total collections of miscellaneous land revenue amounted to Rs. 10·23 lakhs against Rs. 6·44 lakhs in the preceding year. The increase was mainly due to the increase in the receipts under (1) sale of Government lands, (2) other receipts, and (3) value of revenue abated under Act I of 1894.

Miscellaneous land revenue.

25. The total number of petty estates and holdings in which the land revenue was redeemed during the year was 293 against 302 in the preceding year. These consisted of permanently-settled holdings in the Government estates of Calcutta, the 24-Parganas and Hooghly. The total amount of land revenue redeemed was Rs. 450, and the total price realised was Rs. 13,474, the corresponding figures of the preceding year being Rs. 491 and Rs. 14,599 respectively. The total revenue redeemed up to date amounts to Rs. 36,574, for which Rs. 9,13,742 has been realised as redemption money.

Redemption of land revenue.

Coercive
measures:
(a) Sale Law.

26. The number of defaults and of sales during the year was 11,568 and 1,001 respectively against 10,980 and 921 respectively in the preceding year. The number of exemptions from sale under section 18, including those for petty arrears was 10,565, or 91·3 per cent. of the total defaults. The Sale Law was administered with moderation, and 8·65 per cent. of the total defaults were brought to sale. The average price realised by sale was 3·2 times the Government revenue.

(b) Certificates.

27. The total number of certificate cases instituted during the year, excluding those for cesses, rose from 72,638 in 1926-27 to 77,383. The percentage of certificate cases disposed of to the total number for disposal was 77·1 against 77·4 in the previous year, and the number of cases pending at the close of the year was 22,448 against 21,027 at the end of the preceding year. In the majority of cases payments were made on the issue of notices or on attachment of property and actual sale was necessary in 2,946 cases, or 3·8 per cent. of the total number of cases (75,971) disposed of during the year.

Other Revenue Work.

Land registra-
tion.

28. The number of proprietary interests entered in the land registration registers was 1,027,197 at the beginning of the year as against 1,033,953 at its close. During the year the rewriting of the Collectorate land registration registers on the basis of settlement records was taken up in the districts of Bankura, Jessore and Nadia.

Partition.

29. There were 214 cases pending at the close of the preceding year and 56 fresh cases were instituted. Out of the total of 270 cases, 44 cases were disposed of. Special officers were employed exclusively on partition work throughout the year in the districts of Rajshahi and Mymensingh and during the latter part of the year in the district of Tippera. The incidence of cost per acre of the area partitioned during the year was 8 annas 6 pies in Dacca and 12 annas 3 pies in Mymensingh.

Land
acquisition.

30. The total area acquired for Government purposes was 458 acres at a cost of Rs. 6,88,434 as against 674 acres at a cost of Rs. 8,89,195 in the previous year. The area acquired for other purposes, including railways, increased from 660·9 acres to 726·1 acres. Of this area 102·8 acres were in Calcutta.

The total amount of the abatement of land revenue allowed to zamindars on account of lands acquired was Rs. 1,407-5-5, of which Rs. 298-6-7 was for lands acquired for the purposes of Government (including State Railways and other

Railways provided with land free of cost by Government). The capitalised value of the balance of the abatement realised from Railways and other bodies amounted to Rs. 28,455-7-8.

31. The outstanding balance of loans under the Land Improvement Loans Act at the beginning of the year was Rs. 91,074 and Rs. 78,521 was advanced during the year. The total amount due for collection was Rs. 24,964, of which Rs. 18,691 was realised.

Loans: Land
Improvement
and Agricultu-
rists' Loans
Acts.

The outstanding balance of loans under the Agriculturists' Loans Act as it stood at the beginning of the year under report was Rs. 3,82,394 and the amount advanced during the year was Rs. 3,40,697. In Midnapore loans had to be distributed on a somewhat liberal scale as measure of relief to distressed people, most of whom had also suffered in the preceding year in consequence of floods. The amount due for collection during the year under report was Rs. 3,36,416, of which Rs. 2,33,029 only was collected.

Surveys.

[Report on the Survey Department, Bengal, for the year ending 30th September 1927.]

32. The main traverse programme consisted of 684·01 square miles in the 24-Parganas and 738 square miles in Burdwan. The area under survey in the 24-Parganas district was in the neighbourhood of Calcutta and included the Salt Lake and several other large *bils*. The traverse survey of scattered areas in Bakarganj was continued and during the year 158 square miles in 18 thanas were surveyed. Outturn of
the year.

Of the miscellaneous work done by the Survey Section, the traverse and detail survey of the Garden Reach municipal area which was taken up during the year at the instance and cost of the Calcutta Corporation and the surveys made for the purpose of determining the boundaries between Jalpaiguri and Cooch Behar, Jalpaiguri and Bhutan and between Rangpur and Goalpara in Assam deserve special mention.

The most interesting item of survey work during the year was the survey carried out from the air of a forest area in Chittagong by the Air Survey Company. This was a new venture, but its result was tested by the Survey of India and was found to be quite satisfactory.

Land Records and Settlement.

[Annual Report on the Survey and Settlement Operations in Bengal for the year ending 30th September 1927.]

General.

33. Cadastral survey and settlement operations were conducted in 15 districts. The total area for which a record-of-rights has now been completed is 48,366 square miles out of 66,498 in the province to which the Bengal Tenancy Act applies.

Major settle- ment.

34. Major settlement operations were conducted during the year in seven districts. Those in Murshidabad-Birbhum and in the 24-Parganas were in full swing with all stages of work in progress. The operations in Nadia were brought to a close and those in Khulna and Pabna-Bogra were practically finished during the year under report.

Nadia.

35. During the year the diara resumption work was completed on the Jalangi and case work was almost finished. Recovery of costs was also completed and the final figures show an unrealised demand of Rs. 22,309 out of the total computed demand of Rs. 17,86,924, or 1·3 per cent. The total excess, therefore, realised over the estimate on which the cost rates were based is only Rs. 23,000.

Khulna.

36. The work consisted of the remaining diara resumption, case work, recovery, mapping and statistics and was practically finished during the year. Rent was settled under section 105, Bengal Tenancy Act, in respect of 4,300 tenancies, the average increase in the case of raiyats being 88 per cent., most of it for increase of area. Seventeen proceedings for resumption of alluvial accretion in eight rivers were confirmed by the Board of Revenue during the year and four others were awaiting confirmation and two remained to be submitted. The total addition to revenue from all proceedings in the district was Rs. 22,500 and the cost was just over that amount. The total recoveries up to the end of the year amounted to Rs. 15,80,564 against the total estimated demand of Rs. 16,25,797. This settlement was very economically conducted and up to December 1927 there was a saving of about Rs. 7 lakhs on the figure in the inception estimate.

Pabna-Bogra.

37. The operations were almost at an end, and during the year the main work was the disposal of cases under sections 105 and 106 of the Bengal Tenancy Act. The total number of cases filed under these two sections was 63,400, but fortunately nearly 80 per cent. of them were ultimately compromised. The resumption of alluvial accretions in six rivers which was pending at the beginning of the year was completed. Reassessment of

Government revenue has also been practically finished. The total estimated demand for recovery of costs on which the cost rate was based was Rs. 20,90,905, and the total computed demand up to December 1927 was Rs. 21,46,381; a small amount still remained to be computed, but the excess was expected to be in the neighbourhood of half a lakh. Realisation up to date was Rs. 20,71,000.

38. The programme of work consisted of cadastral survey, *khanapuri* and *bujharat* of the 836 square miles comprised in the area, as well as the *bujharat* of thana Nanoor which had to be left over from the last year. The number of plots for *bujharat* was 16 lakhs in the cadastral area and 2 lakhs in Nanoor; but *bujharat* of the whole 18 lakhs of plots was computed before the end of June. Sadar amins had to be employed on a fairly large scale. Boundary disputes were numerous and keenly contested. Some difficulties regarding jurisdiction arose between Murshidabad and the Sonthal Parganas, but these have been settled in consultation with the Collectors. The area for attestation consisted of "C" block, less Nanoor thana, comprising 361,000 interests. The work was dealt with by 18 officers and completed by the beginning of June. Objections under section 103A were filed in respect of 6 per cent. of the *khatians*, mostly as regards *mokarari* status. Revision of land revenue has been completed for all estates in which it was due in block "A" and for 12 in block "B." The total number of estates due for resettlement was 79, but none of them were very large or important. Diara resumption has been completed on the river Jalangi and in four thanas on the river Bhagirathi. Two camps for recovery of costs were opened during the year and the amount recovered up to the end of the year was Rs. 3½ lakhs. The actual expenditure during the year was well within the sanctioned estimate.

39. The area given in the inception proposals was 786 square miles, but it was found to be 806, and the number of plots was 14½ lakhs against 11½ in the inception proposals. *Kistwar* and *khanapuri* were completed for the whole area but *bujharat* could not be started till later than usual, and about 3 lakhs of plots had to be left over for the next season. Owing to stoppage of kanungos, sadar amins were employed on a larger scale than in the previous years with satisfactory results. Attestation was done in "B" block consisting of 918 square miles including rivers and forests. The disposal of objections under section 103A of the Bengal Tenancy Act was delayed by the drainage cess calculations, and in 89 square miles they could not be taken up by the close of the year. In the rest of the area three officers disposed of 13,082 objections, of which about

Murshidabad-
Birbhum.

24-Parganas.

40 per cent. were allowed. Final janch was completed for nearly the whole of the area. Resettlement of Government revenue was completed in 6 estates in "A" block settled under the Large Capitalist Rules of 1879, and in two khasmahal estates. In "B" block there are 11 estates due for resettlement under the same rules and khasmahal estates. Diara enquiries in respect of the river Jamuna in police-station Swarupnagar have been completed and those in respect of the river Ichamati are in progress. Printing of the record was begun in the Press at Jessore in January, and up to the end of the year about 2 lakhs of *khatians* had been printed. Recovery of costs was started in August in thanas Baduria and Basirhat and a total of Rs. 60,416 was collected up to the end of the year. Financially the position of this settlement was satisfactory, and except in initial recess the cost rates are well below the inception rates.

Minor
operations.

40. Minor operations were carried on in the districts of Chittagong, Chittagong Hill Tracts, Darjeeling, Malda, Bakarganj, Rajshahi, Dacca and Nadia. Those in the Chittagong Hill Tracts and Malda were in the closing stages.

Waste Lands.

[Report on the Land Revenue Administration of Bengal for the year 1927-28.]

41. Settlements of waste lands in the districts of Chittagong, Jalpaiguri and Darjeeling and in the Sundarbans are made in accordance with the special rules that exist for the purpose. During the year under report no new lease of waste lands in the districts of Darjeeling, Khulna and Chittagong was granted. In Jalpaiguri an area of 1,375 acres was settled on an initial revenue of Rs. 1,569 which will eventually rise to Rs. 1,854.

Of the settlement of newly-formed *chars* in Bakarganj, *Char Nishanbaria*, mentioned in the last year's report, has been kept as forest for the protection against storm waves from Rabnabad Channel.

During the year under report administrative approval of Government was accorded to the scheme of raiyatwari settlement of 35,010 acres of *char* lands on the Bay of Bengal, known as South Bhola *Chars* in the district of Bakarganj, at an estimated cost of Rs. 1,65,000. Out of the said 35,010 acres, practically 20,000 acres have been settled at a cost of Rs. 9,050, spent out of the ordinary grant for management of Government estates, with the result that Government will derive Rs. 81,822 as rent and

Rs. 2,32,572 as *salami*, but will have to meet a capital expenditure of about Rs. 1,21,000 for works of improvement of the whole area.

In the district of Noakhali a raiyatwari settlement of an area of 5,906 acres of *char* lands was concluded during the year on an aggregate rent of Rs. 12,619, which will ultimately rise to Rs. 16,036, while Rs. 40,638 was realised as *salami*. The preliminary work was completed in respect of the settlement of a further area of 5,767 acres of *char* lands in that district.

Settlements were carried out of some small new *chars* which formed in the districts of Midnapore (726·3 acres), Rajshahi (133 acres), Bankura (74·6 acres) and Hooghly (16·8 acres).

Government Estates.

[Report on the Land Revenue Administration of Bengal for the year 1927-28.]

42. The total number of estates under direct management, including those belonging to private individuals and managed by Government but excluding Calcutta, the Orphanganj market and Hastings estate in the 24-Parganas, was 2,750, with a total annual demand of Rs. 54,49,107. The percentage of cost of management on the current demand was 10·55 against 10·29 in the previous year. There was no material change in the system of management of khasmahals in any district during the year except in Bogra, where the collection of rent by the system of paying commission was abolished and a new system of salaried tahsildars has been introduced. Under the scheme the entire khasmahal area has been divided into six tahsil circles, each in charge of a tahsildar, assisted by a peon. In Chittagong the system of issue of home consumption passes by both the Khas mahal and Forest Departments and of trade passes by the Forest Department alone was continued during the year. The scheme by which Sub-Deputy Collectors in charge of certain khasmahals were replaced by settlement kanungos is reported to be working satisfactorily.

Number and
management.

43. Out of the total grant for the management and improvement of Government estates in the Presidency a sum of Rs. 5,75,340 was spent on management and Rs. 2,12,468 on improvements. Of the latter amount which represents 3·9 per cent. of the current demand Rs. 24,105 was spent on tanks and wells, Rs. 77,383 on drainage, irrigation and embankments and Rs. 65,680 on miscellaneous improvements, including repairs and

Grant for man-
agement and
improvement.

construction of office building, roads and bridges, clearing of jungle and agricultural experiments. A sum of Rs. 4,492 was spent on raiyatwari settlement in Bakarganj, Rs. 4,128 in providing street hydrants in Purana Paltan in the Dacca town and Rs. 12,360 for the resumption of Railway surplus land at Diamond Harbour in the 24-Parganas. A total amount of Rs. 24,320 was spent during the year for improvement of hâts and markets.

Colonization
of the
Sundarbans—
Bakarganj.

44. The colonization scheme in the Bakarganj Sundarbans, which covers an area of 163 square miles comprised in 22 estates, was in its 21st year and is likely to be completed in a year or two. The total expenditure incurred by Government for the reclamation of the area was Rs. 14,53,878, of which Rs. 3,29,896 was on account of establishment and Rs. 10,36,678 on account of improvements. The total receipts derived from the area was Rs. 18,72,100, including Rs. 11,65,579 from rent and Rs. 5,39,912 from royalty on forest. The net profit of the scheme up to date is, therefore, Rs. 4,18,222. Only 348 acres were assessed during the year under report with an initial revenue of Rs. 950, eventually rising to Rs. 1,354. The receipts from rent during the year, including those of the Patharghata sub-circle, amounted to Rs. 1,65,920, and the miscellaneous receipts amounted to Rs. 65,141.

The colonists, both Bengali and Mugh, have shown a tendency to be lazy, and the former being free to transfer their holdings are selling their lands very fast. In the Bengal Tenancy Amendment Bill, recently passed by the Legislative Council, provision has been made for the extension of the protection afforded by section 49A of the present Act to such areas in the Sundarbans as may be considered necessary.

The number of rural societies working under the Central Co-operative Bank at Khepupara is 110, including the four newly organized during the year under report. More than 75 per cent. of the colonists are members of these societies. The number of schools and pupils in the colonization area shows a steady increase. A scheme has recently been evolved with the approval of Government to encourage primary education in the area.

Colonization
of the Sundar-
bans—24-Par-
gasas.

45. The colonization scheme in the 24-Parganas Sundarbans, which was in its 13th year, made fair progress during the year. Out of Rs. 55,751 allotted for the colonization work during the year, only Rs. 53,445 was spent. The total expenditure incurred in the estates under colonization since the introduction of the scheme was Rs. 3,06,434. In order to protect the Sonthal tenants from the money-lenders and middlemen, the provision of

Chapter VIIA of the Bengal Tenancy Act have been made applicable to them. Steps are also being taken for the organisation of rural co-operative banks amongst them.

46. During the year under report a sum of Rs. 2,61,190 was spent on roads and communications in or leading to Government estates, against a grant of Rs. 85,255, representing $1\frac{1}{2}$ per cent. on the collections from Government estates. Roads.

47. There were altogether 3,936 schools in Government Education-estates and 127,595 pupils attended them during the year under report against 3,742 and 115,559, respectively, in the preceding year, showing an increase both in the number of schools and pupils. There are indications everywhere to show that the desire for education among the agriculturists in the Government estates is spreading, although slowly.

Wards and Attached Estates.

48. The total number of estates under the management of the Court of Wards at the beginning of the year under report was 84. Six new estates were brought under the charge of the Court and four estates were released from its management during the year. Owing, however, to the amalgamation of Panihati estates (Nos. I and III) and the release of the Kasimbazar estate which was treated as three distinct estates, there remained only 83 estates under the management of the Court of Wards at the close of the year. Number of estates.

49. The total demand for rent and cesses due to the estates under the management of the Court aggregated Rs. 1,37,37,021, inclusive of an arrear of Rs. 78,38,152, and a sum of Rs. 59,88,165 or about 43·6 per cent. of the total demand was collected during the year, against 43·5 per cent. in the previous year. The standard of 100 per cent. collection on current demand was reached or exceeded in 36 estates. Collection of rent and cesses.

50. The total balances of rent and cesses due to all the estates that remained outstanding at the close of the year amounted to Rs. 73,21,465, which represented, 124·1 per cent. of the current and 53·3 per cent. of the total demand, against 127·3 per cent. and 53·6 per cent., respectively, in the preceding year. Balance of rent and cesses due to estates.

51. The total amount of ascertained debts that remained outstanding from the estates in the Presidency at the close of the year under report stood at Rs. 87,20,800 against Rs. 90,83,293 in the preceding year. The decrease is mainly due to the release of the Kalipur estate in Mymensingh with its heavy liabilities Debts of estates.

a few months before the close of the preceding year. The principal repaid or otherwise reduced during the year was Rs. 4,49,719, and the total amount of interest paid or otherwise reduced was Rs. 5,76,546.

Management charges.

52. The percentage of the cost of management of estates in the whole Presidency on their current rent and cess demand was 13·01 against 13·7 in the previous year.

Improvements.

53. In solvent estates, the standards fixed for minimum expenditure on education and on works of agricultural and sanitary improvement are 1 and 3 per cent., respectively, on their current rent and cess demands. No standard has been fixed for expenditure on works of miscellaneous improvement. The total amount spent during the year under these heads by the estates in the whole Presidency aggregated Rs. 3,06,942, against Rs. 3,03,336 in the preceding year.

Revenue and Rent-paying Classes.

Bengal Tenancy Act—the extent of its application.

54. There was no further extension of the application of the Bengal Tenancy Act during the year under report. The districts of Darjeeling, the Chittagong Hill Tracts and the town of Calcutta continued to be outside the scope of the Act, while in the Duars portion of Jalpaiguri it has only a limited application.

Alienation of land by aborigines.

55. The special provisions of the Bengal Tenancy Act imposing restrictions on the alienation of land by aborigines were extended during the year to certain aboriginal tribes in the districts of Birbhum, Bankura, Malda, 24-Parganas and Murshidabad.

Commutation of *utbandi* rents.

56. Section 180A of the Bengal Tenancy Act introduced by the *Utbandi* Amendment Act of 1923 applies only to the districts of Nadia, Murshidabad and Jessore. In Nadia, 92 applications involving 1,229 tenancies for conversion of *utbandi* to ordinary raiyati rents were received against 175 involving 6,068 tenancies of the preceding year. There were also a certain number of friendly conversions without recourse to Revenue Courts.

Measure to compel the issue of rent receipts.

57. As in previous years, the tenants did not make much use of the penal proceeding under section 58(3) of the Bengal Tenancy Act when the landlords did not give proper receipts when rent was paid. In the whole province there were only 21 cases. Four of these cases ended in conviction, four remained pending and the rest were either withdrawn, struck off or dismissed.

The Chittagong Hill Tracts.

[Report on the Land Revenue Administration of the Chittagong Hill Tracts for the year 1927-28.]

58. In the Chittagong Hill Tracts, which are administered under the Special Regulation I of 1900 and the Rules framed thereunder, the land revenue proper consists of rent from settlement of lands for plough cultivation as opposed to the unstable cultivation by *jhumming*. Six hundred and forty-seven preliminary leases of new settlements covering 983 acres of land were issued during the year, and the total current demand rose from Rs. 1,18,040 to Rs. 1,27,338 in the previous year. Collection amounted to 88 per cent. of the total demand.

The year was not a favourable one for the *jhumias*. Heavy rain in April affected the preparation of the *jhums* and a subsequent draught was bad for the growing crops. As a result, only Rs. 13,031 out of the Government share of Rs. 20,491 of the *jhum* tax was collected. On the other hand, agricultural loans amounting to Rs. 1,06,488 had to be granted during the year. Some relief was afforded by the favourable price of cotton which was between Rs. 9 and Rs. 11 per maund.

The forest revenues increased from Rs. 1,41,715 to Rs. 1,71,714. This excludes the income from the portions of the Hill Tracts in the Chittagong and Cox's Bazar Forest Divisions. Other revenues, however, showed a slight fall from Rs. 38,330 to Rs. 37,512, mainly due to fall in receipt from oil licences.

CHAPTER III.—PROTECTION.

LEGISLATIVE AUTHORITIES.

See—Bengal Administration Report for 1921-22, pages 154-159.

Course of Legislation.

Acts passed.

59. Two Acts were passed by the Bengal Legislative Council during the year 1927-28:—

(1) *The Calcutta Vehicles Act, 1927 (Bengal Act I of 1927)*, to provide for the better control of horse-drawn vehicles in Calcutta.

(2) *The Bengal Borstal Schools Act, 1928 (Bengal Act I of 1928)*, to make provision for the establishment and regulation of Borstal Schools for the detention and training of adolescent offenders.

Government Bills pending.

60. The following Government Bills were pending at the close of the year:—

(1) *The Bengal Land Development Bill, 1927*, to regulate the development of urban areas so as to secure proper sanitary conditions and public amenities, to provide suitable building sites, and to afford facilities for the erection of dwelling houses, was introduced on the 24th August 1927, but no further motions were made by Government in the two succeeding sessions of the year.

(2) *The Bengal Mining Settlements Bill, 1927*, to amend and consolidate the law relating to the control and sanitation of Mining Settlements in Bengal was introduced on the 24th August 1927, and was circulated for opinion. The object of the Bill was to remove certain defects, both in substance and form, which experience has shown to exist in the present Act. It proposed to enlarge the constitution of the Mines Board of Health and to give powers to the Board to make various improvements. It afforded an opportunity for recasting and improving the arrangement of the provisions of the existing Bengal Act of 1912 on the lines of the Bihar and Orissa Mining Settlements Act, 1920. No further motions in respect of this Bill were made in the two succeeding sessions of the year.

(3) *The Bengal Village Self-Government (Amendment) Bill, 1928*, was introduced on the 7th February 1928 and was circulated

for opinion. The Bill was referred to a Select Committee on the 27th March 1928. The object of the Bill was to cure two defects in the Bengal Village Self-Government Act, 1919, by authorising Union Boards (a) to combine in order to maintain joint dispensaries for men or infirmaries for cattle, and primary schools; and (b) to spend money on veterinary treatment.

(4) *The Bengal Medical (Amendment) Bill, 1928.*—This Bill to amend the Bengal Medical Act, 1914, was introduced on the 7th February 1928 and was on the same date referred to a Select Committee. The object of the Bill was to make the Council of Medical Registration more representative than it had been as constituted under section 4 of the Act of 1914 by including members elected by the staffs of Medical Colleges and Schools which were already in existence or which might subsequently come into existence, and to give specific power to the Council to inspect medical institutions.

61. The following non-official Bills were pending at the close of the year:—

Non-official
members' Bills
pending.

(1) *The Calcutta University Bill, 1927*—A Bill introduced by Dr. Pramatha Nath Banerjee on 13th December 1927 to amend the Indian Universities Act, 1904, in its application to the University of Calcutta. The object of the Bill was to make the constitution of the Senate of the Calcutta University more representative. On the 14th December 1927 a motion that the Bill be circulated for opinion was agreed to.

(2) *The Bengal Village Self-Government (Amendment) Bill, 1927, by Rai Harendranath Chaudhuri*, was introduced on the 14th December 1927. The object of the Bill was to transfer to Union Boards the control over dafadars and chaukidars at present exercised by District Magistrates under the provisions of the Bengal Village Self-Government Act, 1919.

(3) *The Calcutta Municipal (Amendment) Bill, 1927, by Rai Harendranath Chaudhuri* (a Bill to amend the Calcutta Municipal Act, 1923), was introduced on the 14th December 1927. The object of the Bill was identical with that of Dr. A. Subrawardy's Bill of 1926 referred to in the previous year's Report, viz., to exclude the Cossipore-Chitpur area and the Garden Reach area, both of which had previously been separate Municipalities, from the limits of the Calcutta Corporation, as constituted by the Act of 1923.

(4) *The Calcutta University Bill, 1927, by Babu Manmatha Nath Roy* (a Bill to amend the Indian Universities Act, 1904, so far as it applies to the Calcutta University within the Presidency of Bengal), was introduced on the 14th December 1927,

and was circulated for opinion. The Bill was similar to the Bill of Dr. Pramatha Nath Banerjee noticed in item No. 1 under this head.

(5) *The Bengal Agricultural and Sanitary Improvement (Amendment) Bill, 1928, by Babu Jitendralal Banerjee* (a Bill to amend the Bengal Agricultural and Sanitary Improvement Act, 1920), was introduced on the 9th February 1928. Its object was to include the cleansing and re-excavation of tanks and the construction of masonry and tube wells among the schemes which the Act enables the Collector and local authorities to take up for the improvement of agricultural and sanitary conditions in Bengal.

Police Administration in the Bengal Presidency.

[The Report of the Police Administration in the Bengal Presidency for the year 1927.]

Eastern Frontier Rifles.

62. The Battalion was maintained at full strength, and in spite of difficulties arising from the fact that detachments were frequently on duty in different parts of the province, the discipline and efficiency of the unit were highly satisfactory. There were few dismissals and desertions during 1927, but on the other hand there has been during the last five years a steady increase in the number of desertions.

Strength and recruitment.

63. There was an increase of 149 in the permanent sanctioned strength of the subordinate police, a considerable portion of which was due to the strengthening of the town police in certain mufassal stations.

The number of vacancies in the men's ranks was 405, which is less than 2 per cent. of the sanctioned strength of these ranks, and therefore not alarming taken by itself, but the casualties for the year indicated that all was not well with the force. No fewer than 1,128 men resigned, while there were 121 desertions and 335 deaths. Out of 484 men who retired on pension or gratuity, no fewer than 355 were invalided. Such heavy casualties reacted seriously on the efficiency of the force, because they had to be made good by recruiting large numbers of men who remained ineffective for at least the training period of six months. The ineffective period, in fact, is generally longer, as the number of men who can be trained at Sardah is limited to 700 at a time, or 1,400 in the course of a year, whereas in 1927 the number of recruits was over 2,700. Thus, in addition to

men undergoing the recruits' training course at Sardah, there were large numbers of untrained men in the districts. Untrained men, including men at Sardah, were not available to take the place of trained men on leave, with the result that leave had to be restricted mainly to men for whom it was necessary on medical grounds. The effect of this on the contentment and health of the force is obvious. Convinced by the evidence provided by the figures of casualties that the conditions of service in the police were unsatisfactory, Government decided to ask the Legislative Council for a grant to make it possible to raise the pay of constables from the present scale of Rs. 16—20 per month to one of Rs. 20—24. This grant, however, was refused. The demand was restored by His Excellency the Governor in exercise of his powers under section 72D of the Government of India Act.

64. Bad housing conditions continued to have a detrimental effect on the health of the force, and inadequacy of funds made it impossible to make any great improvement in this direction. It is hoped that as new type plans of less expensive buildings have now been prepared, progress will be made with a comprehensive building scheme to be financed out of loans.

Health of
the force. -

65. There was an increase in the number of men judicially and departmentally punished as compared with 1926, but there was a big decrease in the number of major departmental punishments and also in the number of criminal charges preferred by private individuals against the police. No fewer than 48 per cent. of such of these cases as were disposed of were summarily dismissed, 40 per cent. ended in acquittal, while only 11·6 per cent. ended in conviction, these results clearly indicating the danger to which police officers are exposed from maliciously false charges. The counter-case is a common form of tactics in private criminal litigation in Bengal, and it is evident that such tactics are frequently resorted to by persons against whom police officers have to proceed in the course of their investigation. The results of civil suits instituted by private individuals against police officers were also satisfactory from the point of view of the police, only one case out of seventeen disposed of in the course of the year being decided against the defending officer.

Discipline.

66. As compared with 1926, there was an increase in the total number of cognisable cases reported, but the figures were considerably less than those of 1924 and 1925. This remark applies also to the figures of true burglary and theft cases, but dacoities showed a big increase as compared with 1925 and 1926, though they were still well below the number reported in 1924. Bad economic conditions were largely responsible for the increase.

Crime
statistics.

There was a satisfactory decrease since 1924 in the number of reported cases of crime on the railways, especially on the East Indian Railway where the figures fell from 6,273 to 1,876.

The percentage of cases brought to trial was practically the same as in 1926, and among such cases there was a slight improvement in the percentage of convictions, Bengal again comparing favourably in this respect with other provinces among which only Madras showed better figures. The District Detective Departments did good work during the year.

There were again many instances of delay in the disposal of cases brought to trial. Since 1924 there has been a steady decline in the percentage of cases in which there were only two remands, and there has also been a considerable increase in the actual number of cases remanded more than six times. One of the reasons for this unsatisfactory state of affairs is that the magisterial staff is inadequate, and it has been decided that the number of Magistrates should be increased if funds can be made available for the purpose. Commissioners of Divisions were instructed to satisfy themselves that orders which have been issued with a view to minimise delay are duly observed by District Magistrates and Subdivisional Officers, while police officers were directed to eliminate, as far as possible, such causes of delay as the undue prolongation of investigation after the arrest of suspected persons, the production of an unnecessarily large volume of evidence, and the failure to secure the attendance in court of prosecution witnesses.

Rural police.

67. The work of the rural police was not satisfactory, but it is hoped that as Union Boards acquire experience and grow more efficient, the position will improve.

Revolutionary crime.

68. There was only one overt criminal act of a political character in the course of the year. In view, however, of the persistent attempts on the part of certain persons, both in India and abroad, to disseminate propaganda of a revolutionary character, there can be no relaxation of vigilance on the part of the Intelligence Branch.

Police Administration in Calcutta.

[The Report of the Police Administration in the town of Calcutta and its suburbs for the year 1927.]

Strength.

69. The sanctioned strength of 1927 was 391 officers and 5,230 men. There were 22 vacancies in the officers' ranks and 271 in the men's. The latter figure was slightly less than that for 1926, although there was an increase of 101 in the sanctioned

strength of the rank. The number of enlistments, however, was about 300 less than in the previous year, and the rejection of 408 new recruits after the first examination by the Police Surgeon and of 93 before the completion of six months' training indicated that the conditions of service were not sufficiently attractive for the type of men required for service in Calcutta. Government, therefore, decided to ask the Legislative Council for a grant to make it possible to increase the scale of pay of a constable from Rs. 18—22 per month to Rs. 25—29 per month which, however, was refused. The demand was restored by His Excellency the Governor in exercise of his powers under section 72D of the Government of India Act. It is hoped that one result of such an increase will be a decrease in the wastage among the lower ranks with a consequent saving of expenditure. It is also hoped that men will remain longer in the force than at present when the proportion of constables of over ten years' service is only about 20 per cent. The state of health of the force was good, the average daily percentage of sick being only 2·6.

70. The town building scheme made satisfactory progress, and it will soon be possible to vacate the last of unhealthy buildings in which for want of Government buildings it was so long necessary to house the town police. Proposals regarding new buildings for the suburban police are now under the consideration of Government, and it is hoped that a comprehensive programme will shortly be formulated. Housing.

71. A decrease of more than 33 per cent. in the number of true cases of robbery as compared with 1926 bears testimony to the efficacy of the Goondas Act, since the introduction of which in 1923 the number of such true cases has fallen from 122 to 19. The number of reported burglary cases (675) was practically the same as in 1926 (673), but there was an increase of about 9 per cent. in the number of "true" cases of theft. On the other hand, there was a gratifying increase in the proportion of the value of stolen property recovered to the total value of property stolen. Crime statistics.

72. There were no overt acts of terrorism during the year, this being largely due to the vigilance of the police, as revolutionary methods of political agitation cannot yet be considered to have been abandoned. Political crime.

The exploitation of labour grievances by outsiders working under the guidance of foreign organisations for political rather than economic objects was a striking feature of the year.

73. Fortunately, there was no inter-communal rioting during the year, but there is no doubt that on several critical occasions Communal tension.

a breach of the peace was prevented only by the elaborate precautions which were taken by the Commissioner of Police and the loyal discharge of their duty by officers and men who had on several occasions to remain at their post for many hours without rest.

Traffic.

74. The increase in the number of motor vehicles was striking, and the popularity of the motor-bus appears to have become firmly established. With the development of motor traffic, the difficulty of control has increased in Calcutta as in other large towns, and problems in Calcutta and other cities in India are further complicated by the amount of slow-moving traffic. It is hoped that in his next report the Commissioner of Police will comment on the working of any new methods introduced on the recommendation of the traffic expert whose services were borrowed from the Metropolitan Police.

Mortality caused by Wild Animals and Snakes.

[Report on the above and measures taken for the destruction of wild animals and snakes during 1927. Statistics of British India, Part V.—Area, Population and Public Health.]

Wild animals.

75. The number of persons killed by wild animals increased from 181 to 200 in 1927.

Tigers were responsible for 30 deaths against 25 in 1926.

Snakes.

76. The number of persons who died from snake-bites fell from 4,408 to 3,660 in 1927. The decrease occurred in all divisions.

**Destruction
of wild
animals.**

77. The number of wild animals killed was 763. Rewards paid for the destruction of wild animals and snakes totalled Rs. 4,598-8 and Rs. 128-5 respectively, as against Rs. 4,846-6 and Rs. 175-1 in the previous year.

Criminal Justice.

[Report on the Administration of Criminal Justice in the Presidency of Bengal during the year 1927.]

Judicial staff.

78. For sessions work, the staff consisted of 21 Sessions Judges and 13 Additional Sessions Judges throughout the year. Twelve Subordinate Judges vested with the powers of Assistant Sessions Judge were employed in 11 districts and decided 115 cases.

The three appointments of the Additional Sessions Judges in the 24-Parganas, 3rd Court, Hooghly at Howrah, and Dacca, 2nd Court, were made permanent.

There were also 12 temporary Additional Sessions Judges employed for varying periods in different districts on sessions work.

The magisterial staff employed at the close of the year, including that of the Presidency town, consisted of 418 Stipendiary and 673 Honorary Magistrates. Two Special Magistrates were employed, one each at Pabna and Noakhali, for varying periods during the year. They decided 34 and 144 cases respectively. Of the 418 Stipendiary Magistrates, 273 exercised first, 91 second and 54 third class powers.

There were 121 benches of Magistrates constituted from among 605 Honorary Magistrates in the mufassal.

79. The number of offences reported during the year, combined with the number pending from the previous year, was 423,075 against 382,117 in 1926. Offences reported.

80. Of the total number of cases under inquiry, 346,656 were found to be true, and of these 295,302 were brought to trial. Cases found to be true.

Original Jurisdiction.

I.—Presidency Magistrates' Courts.

81. Of the total number of cases brought to trial 134,068 were in the courts of the Police and Municipal Magistrates in the Presidency town, and 160,971 in the courts of Magistrates in the mufassal. Total cases for trial.

The number of cases brought before the Presidency Magistrates, including the Municipal Magistrates, was 27,444 more than in 1926. There was an increase in the number of cases under special and local laws as also under the Penal Code. Under the latter head the most noticeable features were an increase in offences affecting the public health and a decrease in cases of theft.

The percentage of convictions before Stipendiary Magistrates amounted to 80·3—34·8 before benches of Magistrates and before Honorary Magistrates sitting singly 98. The percentage of convictions before Municipal Magistrates was 94·9.

II.—Magistrates outside Calcutta.

82. Including cases committed to the sessions, 160,873 cases were disposed of during the year. Cases disposed of.

The disposals were distributed as follows:—

District Magistrates	..	..	..	107
Subordinate Stipendiary Magistrates	..	..	..	136,119
Honorary Magistrates	..	..	..	11,394
Benches of Magistrates	..	..	..	13,062
Special Magistrates	..	..	..	178

In addition to the cases shown above, District and Subdivi-
sional Magistrates decided 13 cases referred to them under sections
347 and 349 of the Code of Criminal Procedure.

The total number of cases disposed of by the District Magis-
trates was 56, the largest number (10) having been decided by
the District Magistrate of Nadia.

Results of
trials.

83. In the cases finally disposed by Magistrates, 234,186
persons were accused. Of the total, 106,574 or 45·5 per cent.
were convicted and 127,448, or 54·4 per cent., were acquitted
or discharged.

Punishments.

84. The sentences passed on persons convicted were as
follows:—

Imprisonment	..	..	..	19,577
Fine or forfeiture	..	..	..	85,227
Whipping	..	..	..	167

In addition to these sentences, 4,488 persons were required
to give security.

The fines imposed aggregated Rs. 10,22,938. Rupees 7,43,184
was realised, of which Rs. 1,25,687 was paid as compensation
to complainants.

Miscellaneous
proceedings
under the Code
of Criminal
Procedure.
Witnesses.

85. The total number of miscellaneous cases decided dur-
ing the year was 8,441 against 8,370 in the previous year.

86. The number of witnesses examined in the courts of
Magistrates in the mufassal was 373,008 as compared with
350,585 in 1926. The number who attended and were discharged
without examination was 170,115, or 31·3 per cent. of the whole
number in attendance; the percentage in the preceding year
was 32·8. The amount paid to witnesses on account of the
expenses of their attendance rose from Rs. 3,05,565 in 1926 to
Rs. 3,43,497 in 1927.

Union benches.

87. Union benches established in certain districts under the
Bengal Village Self-Government Act of 1919 tried 52,214 persons
of whom 41,655 were acquitted or discharged and 4,761 convicted

and 4,504 persons remained under trial at the end of the year. The cases of 1,294 persons were transferred for trial to other courts. Twenty-seven persons were sentenced to terms of imprisonment, and orders of fine or forfeiture were passed against 4,734 persons. The amount of fine imposed was Rs. 30,137 and the amount realised was Rs. 27,308, out of which Rs. 524 was paid as compensation. Five hundred and eighty-four persons applied for the revision of the orders passed by union benches.

III.—Courts of Session.

88. The number of cases disposed of in the courts of session was 1,508 against 1,311 in the previous year. Cases disposed of.

89. There were 5,534 persons, or 654 more than in 1926, under trial before the courts of session. Of the 4,211 persons tried, 2,099, or 49·8 per cent., were convicted and 1,910 were acquitted or discharged, and the cases of 202 persons were referred to the High Court under sections 307 and 374 of the Code of Criminal Procedure. Results of trials.

90. The following sentences were passed by the courts of session :— Punishments.

Death	..	..	..	16
Transportation or penal servitude	..	..	..	52
Imprisonment	..	..	..	1,933
Fine or forfeiture	..	..	..	233
Whipping	..	..	..	4

In addition to these sentences 306 persons were required to give security.

The fines imposed aggregated Rs. 21,099, of which Rs. 5,746 was realised. The amount of fines realised and paid as compensation was Rs. 880.

91. The number of witnesses in attendance before the courts of session was 31,165. Of these 20,106 were examined and 11,059 discharged without examination. Witnesses.

The amount paid to witnesses on account of the expenses incurred by them in attending sessions trials was Rs. 1,25,881, as compared with Rs. 1,25,158 in 1926.

92. The number of cases disposed of was 62 against 59 in the previous year. Cases disposed of in the High Court Sessions.

Altogether 113 persons were tried, of whom 51 were convicted and 62 acquitted.

Appellate Jurisdiction.

I.—High Court.

93. At the opening of the year, 126 appeals from sentences or orders of criminal courts were pending before the High Court. During the year, 887 appeals were preferred and 865 were decided, leaving 148 pending at its close.

Eight appeals were preferred by the Local Government against orders of acquittal.

Results of
appeals.

94. Five hundred and nine appeals against sentences of courts of sessions were decided. The orders of the lower courts were upheld in 434, modified in 22, and reversed in 20 instances. Thirty-three cases were remanded for retrial.

Three hundred and forty-two appeals from the orders of Magistrates of the Presidency town were decided, the orders being affirmed in 293, modified in 15 and reversed in 32 cases. Two cases were remanded for retrial.

Of the 11 appeals preferred by the Local Government and decided during the year, 3 were confirmed, 2 were dismissed, 2 were remanded for retrial and others were reversed or proceedings quashed in 4 cases.

II.—Appellate Courts subordinate to the High Court.

Sessions.
courts.

95. The number of appeals disposed of in the courts of session was 4,749 against 4,385 in the previous year. In the appeals decided, 9,149 persons were concerned.

The appeals of 2,053 persons, or 22·4 per cent., were summarily dismissed; 3,303 appellants, whose appeals were admitted, were altogether unsuccessful; 1,404 obtained an alteration of sentence, and 2,090 were acquitted. The cases of 299 appellants were otherwise disposed of.

In the case of admitted appeals, the results were more favourable to appellants than in the previous year.

Magistrates'
courts.

96. In the courts of Magistrates 3,617 appeals were decided against 3,444 in the previous year. In the appeals decided, 6,368 persons were concerned. Of these, the appeals of 3,411 or 54 per cent. of appellants were rejected, and 813 appellants or 12·6 per cent. obtained an alteration of the sentences passed on them; 1,933 or 30·4 per cent., their total annulment; and the cases of 186 appellants were otherwise disposed of. Compared with 1926, the results on the whole were less favourable to appellants.

General.

97. Compared with the figures of 1926, there was an increase in the number of criminal cases disposed of by Magistrates both in the mufassal and in the Presidency town. There was also an increase in the appellate work but a decrease in revisional work disposed of by Magistrates in the mufassal. In the courts of session there was an increase in the outturn of original and appellate work but a decrease in that of revisional work. In the High Court there was a general increase in the criminal work disposed of. Eleven persons (6 in the Presidency town, 2 each in the 24-Parganas and Dacca and 1 in Dinajpur) were under trial for offences against the State. Of these, 2 were acquitted and 9 convicted.

The reports of the districts in which union benches have been established under the Bengal Village Self-Government Act show that in some districts the benches are viewed by the public with appreciation and are affording a fair measure of relief to the Magistrates, while in others they are gaining the confidence of the people and are expected to afford relief to the Magistrates to some extent in the near future.

98. After debiting, as usual, to the administration of criminal justice a portion of the salaries of judicial officers, calculated according to the time which their returns show them to have devoted to it, the total charges for the year amounted to Rs. 39,73,112. Of this amount Rs. 20,75,732 were for the salaries of judicial officers, Rs. 1,86,892 for fixed and temporary copying establishments, Rs. 1,68,026 for process-servers, Rs. 7,13,599 for other establishments, and Rs. 7,57,415 for contingencies and refunds. Receipts and charges.

The receipts amounted to Rs. 22,76,962. Of this amount Rs. 10,21,114 was under fines, Rs. 1,74,345 under process fees, Rs. 2,83,592 under copying and comparing fees, Rs. 7,01,138 under court-fee stamp receipts other than the above, and Rs. 95,815 was miscellaneous receipts. Compared with the figures of 1926, the receipts show an increase of over Rs. 66,000 and the charges a decrease of over Rs. 15,000.

Civil Justice.

[Report on the Administration of Civil Justice in the Presidency of Bengal during the year 1927.]

99. The permanent civil judicial staff employed in the Presidency during 1927 consisted of 15 High Court Judges, 21 District Judges, 13 Additional District Judges, a Chief Judge and 6 Judges of the Presidency Small Cause Court, 2 Provincial staff.

Small Cause Court Judges who exercised also the powers of a Subordinate Judge, 44 Subordinate Judges and 235 Munsifs. In addition 4 executive officers exercised the powers of a Subordinate Judge or Small Cause Court Judge and 2 the powers of a Munsif.

The appointments of the Additional Judges in the 24 Parganas, 3rd Court, Hooghly at Howrah, and Dacca, 2nd Court, were made permanent. There were also 12 temporary District Judges, 13 temporary Subordinate Judges and 2 temporary Munsifs employed for varying periods in different districts.

Original Jurisdiction.

1.—*High Court.*

Original
suits for
disposal.

100. The total number of civil suits for disposal on the Original Side of the High Court in 1927 was 6,044 against 6,151 in the previous year.

Of 2,787 suits instituted during 1927, 1,866 were for money or movable property, 221 were mortgage suits, and 280 were for immovable property.

The value of suits for specific money claims was Rs. 5,19,55,059 as compared with Rs. 4,35,10,651 in the previous year.

Original
suits
disposed of.

101. The number of suits decided in 1927 was 2,409. The number left undisposed of at the end of the year was 3,635. The number pending at the close of the year was more than the number pending at the close of the previous year by 401. There were 1,906 suits pending over one year, showing an increase of 75 on the figures of the previous year.

Probates and
letters of
administration,
etc.

102. During the year, 508 petitions for probate and letters of administration, and 15,653 interlocutory applications were disposed of. Of the interlocutory applications 10,174 were disposed of by the Court or by a Judge in Chambers and the remainder (5,479) by the Registrar and the Master.

Awards under
the Indian
Arbitration
Act, 1899.

103. The number of awards filed and that of applications made in execution thereof were 135 and 105 respectively.

Appeals
from the
original
jurisdiction.

104. The number of appeals pending from the previous year was 70, and 126 new appeals were preferred to the Appellate Side of the Court. Of the total number 31 were dismissed for default or otherwise not prosecuted, and 96 were

decided on merit. Of the latter, the decrees of the courts of first instance were affirmed in 66, modified in 5 and reversed in 21 cases; 4 cases were remanded for retrial. Sixty-nine appeals remained undecided at the close of the year.

105. The number of cases under the old and new Acts pending in the insolvency court at the commencement of the year was 163 and 1,433, respectively, and the number instituted during the year was 243. Of the 1,839 cases for disposal, 372 were disposed of, the adjudication being set aside or superseded or the petition being withdrawn or dismissed in 66 and the insolvents obtaining relief in 306 cases. Two thousand three hundred and forty-two applications of a miscellaneous character were also disposed of during the year.

Insolvency cases.

106. Eight appeals from the Original Side were pending from the previous year, and 2 appeals were admitted during the year. Of these, 4 were disposed of by the Privy Council and 6 remained pending at the close of the year.

Appeals to the Privy Council.

107. The following figures exhibit the financial results for the last three years, including under the head of expenditure the salaries of the Judges:—

Financial results.

Year.			Receipts (a).	Receipts (b).	Expenditure.
			Rs.	Rs.	Rs.
1925	..	..	31,95,519	10,00,073	7,66,906
1926	..	..	20,01,801	8,96,174	7,44,573
1927	..	..	22,49,171	8,45,267	7,04,244

(a) Including the duty raised on the grant of probates and letters of administration.

(b) Excluding the duty raised on the grant of probates and letters of administration.

II.—Civil Courts in the Mufassal subordinate to the High Court.

108. The court of the 2nd Munsif at Balurghat in the district of Dinajpur was created on the abolition of the court of the 3rd Munsif of Manikganj in the district of Dacca with effect from the 28th October 1927.

Creation and abolition of Munsifs.

109. The number of suits instituted in 1927 was 588,805, an increase of 14,390 on the figures of the previous year.

Original suits instituted.

110. There was an increase in the number of suits instituted in all the districts except Faridpur, Bankura, Bakarganj, Dacca, Tippera, Birbhum, Midnapore and Khulna. The increase was

Local distribution.

most marked in Mymensingh, Rangpur, the 24-Parganas, Pabna-Bogra and Murshidabad and occurred chiefly in money and rent suits.

The largest number of suits, viz., 57,331, was instituted in the district of Mymensingh, where the number of money, rent and title suits (21,771, 28,124 and 7,436 respectively) was the heaviest in the province. In no other district did the institutions exceed 40,000.

Number
of suits
disposed of.

111. The number of suits disposed of was 604,655, an increase of 25,142 on the figures of 1926.

Of the total number, 583,698 were disposed of by Munsifs, 12,858 by Subordinate Judges, 7,024 by Small Cause Court Judges, and 434 by District and Additional Judges. The figures show an increase under all classes of courts except the Subordinate Judges.

Results of
suits decided.

112. Of the suits disposed of during the year, 106,666 were decided without trial, 425,265 without contest and 72,731 on contest.

Of the 72,731 suits decided on contest, 574 were disposed of on reference to arbitration. Of the remainder, 59,571 or 82·7 per cent. resulted in favour of the plaintiffs, and 12,466 or 17·3 per cent. in favour of the defendants.

Applications
for retrial.

113. The number of applications for an order to set aside an *ex-parte* judgment or a judgment on default, preferred during the year, was 21,848. Of these, 10,046, or 45·9 per cent., were successful.

Suits
decided by
Munsifs.

114. The number of suits disposed of by Munsifs rose from 559,540 to 583,698—an increase of 24,158.

The average number of suits disposed of by each Munsif was 2,452 against 2,341 in 1926. Disposals under the Small Cause Court procedure formed 23·8 per cent. of the total.

Suits
disposed
of by
Subordinate
Judges.

115. The number of original suits disposed of by Subordinate Judges was 12,858—a decrease of 419 on the figures of the previous year. The decrease was in cases decided under the Small Cause Court procedure, and occurred in uncontested suits only. The number of suits decided under the ordinary procedure was 6,443 and under the Small Cause Court procedure 6,415; of these, 28·8 per cent. and 16 per cent., respectively, were contested. The percentage of suits decided after contest, both under the ordinary and the Small Cause Court procedure, shows an increase as compared with the previous year.

116. The provincial Small Cause Courts disposed of 7,024 original suits, of which 864 were contested, or 175 more than in the previous year.

Suits disposed
of by Small
Cause Court
Judges.

117. The number of suits pending at the close of the year was 181,857, against 186,214 in the previous year. The decrease is chiefly due to larger disposals during the year.

Pending suits.

Of the pending suits, 15,007 had been pending for more than a year, 68,206 for more than six months, and 41,264 for more than three months. The figures show an improvement in the number of suits pending for more than six and three months, but an increase in that pending over one year. Of the suits pending over one year, 10,490 were in the courts of Munsifs and 4,517 in the courts of District and Subordinate Judges, the figures showing an increase of 276 and 114, respectively, as compared with 1926. About 40 per cent. of these suits were, however, pending for final decree.

118. Excluding transfers, there were 107,907 miscellaneous cases of a judicial nature before the courts for disposal, against 107,858 in the previous year. Of these, 85,948 were disposed of, 241 were treated as suits on their becoming contested, and 21,718 remained pending at the close of the year. Of the cases disposed of, 33,537 were decided without trial, 36,684 without contest and 15,727 on contest or on reference to arbitration. Of the pending cases 461 were pending over a year, Burdwan being responsible for the largest number (173).

Miscellaneous
cases.

III.—Calcutta Small Cause Court.

119. The number of suits instituted, and decided in the Presidency Court of Small Causes during 1927 and the number pending at its close were 23,197, 23,880 and 3,565 respectively. The number instituted, disposed of and pending shows an increase of 2,276, 1,720 and 53 respectively. Forty-one applications were filed under section 626 of the Calcutta Municipal Act (Bengal Act III of 1899).

The increase in institutions was spread over all classes of suits, except those the value of which cannot be estimated in money.

120. Of the suits disposed of, 848 were decided without trial, 18,803 without contest, and 4,229 on contest or upon reference to arbitration.

Mode of
disposal.

Of the 3,565 suits pending at the close of the year, 764 were over three months old, against 943 in 1926.

121. Thirty-two thousand and forty-two suits of the total value of Rs. 5,70,612 were instituted during the year before union courts established in certain districts under the Bengal Village Self-Government Act of 1919. The total number of suits before the union courts for trial was 34,171, of which 4,158 remained pending at the close of the year. The number of miscellaneous cases before the union courts for trial during the year was 4,027, of which 290 remained pending at the end of the year. The number of appeals against the decision of the union courts was 136, of which 37 were dismissed or not prosecuted, 44 were confirmed, 8 reversed, 9 remanded and 38 remained pending at the close of the year.

Appellate Jurisdiction.

I.—High Court.

Appeals
under section
15 of the
letters patent.

122. One hundred and twenty-six appeals from decisions on the Original Side were filed during the year and 70 were pending at its commencement. Of the total, 127 were decided and 69 remained pending at the close of the year. The number of appeals disposed of was 31 less than in 1926. On the Appellate Side, 32 such appeals were filed during the year and 34 were pending at its commencement. Of these, 49 were decided and 17 remained pending at the close of the year.

II.—Appeals from the Subordinate Civil Courts.

Appeals to
the High
Court from
subordinate
courts.

123. The following statement shows the number of first and second appeals from the decrees and orders of the provincial courts of original and appellate jurisdiction, respectively, which came before the High Court and were decided during the year. The figures include appeals from the courts of Assam :—

	Remaining at the close of 1926.	Brought before the court in 1927.	Disposed of in 1927.	Remaining at the close of 1927.
FIRST APPEALS.				
From original decrees ..	4·9	376	2·2(a)	548
From original orders ..	335	3·8	8·13	340
From orders of the Commissioners under section 30 of Act VIII of 1923 ..	....	1	....	1
SECOND APPEALS.				
From appellate decrees ..	3,983	2,940	2,050(b)	4,873
From appellate orders ..	170	225	217	178
Total ..	4,897	3,850	2,812	5,935

(a) Including 45 Will cases.

(b) Of these, 93 were decided by a single Judge.

124. The following table shows the results of appeals decided by the High Court affecting District Judges, Subordinate Judges and Commissioners under section 30 of Act VIII of 1923:—

Results of
appeals.

	Affirmed.			Modified or reversed.		
	District Judges.	Subordinate Judges.	Commissioners under section 30 of Act VIII of 1923.	District Judges.	Subordinate Judges.	Commissioners under section 30 of Act VIII of 1923.
Appeals from—						
Original decrees ..	36	65	....	24	58	....
Appellate decrees	362	419	....	59	109	....
Miscellaneous appeals	82	110	....	43	56	....

III.—Appellate Court subordinate to the High Court.

125. Excluding transfers, the number of appeals for disposal before the subordinate courts in Bengal in 1927 was 37,822 against 36,867 in 1926. Appeals for disposal.

The number of appeals instituted during the year was 16,089 against 16,666 in the previous year. Of these, 7,950 were in title suits, 6,196 in rent suits and 1,943 in suits for money or movables. The numbers show an increase in appeals in title suits but a decrease in rent and money suits.

126. The number of appeals decided was 17,046 and shows an increase of 149 in the number decided by District and Additional Judges and of 1,285 in that decided by Subordinate Judges, as compared with the previous year. Appeals disposed of.

The increase in disposals was spread over 12 districts and was largest in Pabna-Bogra (517), followed by Noakhali (473), the 24-Parganas (430) and Nadia (396).

On the other hand, there was a noticeable decrease in Chittagong (430) which was due to the fact that the staff devoted less time to civil work during the year.

127. The number of appeals pending at the close of the year was 20,776 and was less than that of 1926 by 516. Appeals pending.

The number of over one-year-old appeals rose from 6,737 to 7,259. Noakhali was accountable for the largest number, viz., 1,799.

Results of
appeals.

128. The results on the decision of the lower courts of the appeals decided during the year were as follows: In 9,192 cases, or 53·9 per cent. of the whole, the judgment of the lower courts was affirmed; in 2,159 cases, or 12·7 per cent., it was modified; and in 2,484 cases, or 14·6 per cent., it was reversed. Seven hundred and eighty-six, or 4·6 per cent., were remanded and 2,421, or 14·2 per cent., were either not prosecuted or dismissed for default. The results are more favourable to the lower courts than in the preceding year.

General.

129. An increase in the institutions of original suits in the subordinate courts was accompanied by an increase in the disposals, resulting in a reduction of arrears. The number of appeals instituted in the lower appellate courts was smaller, but the number disposed of being far greater, there was an appreciable reduction of the pending file. The number of year-old cases, however, was larger than in the previous year, both in the original and appellate courts. On the Appellate Side of the High Court the institutions were more, but the disposals were less, than in the previous year and, consequently, there was an increase in the pending file.

The union courts established under the Bengal Village Self-Government Act of 1919 are reported by a few districts to be growing in popularity and affording appreciable relief to the Munsifs.

Receipts
and charges
of the civil
courts.

130. The receipts of the civil courts in Bengal and of the High Court amounted to Rs. 1,94,86,528, showing an increase of Rs. 9,57,781, and the charges to Rs. 90,91,415, showing an increase of Rs. 2,41,612 on those of 1926. Including the amount realised on account of duty on probate, etc.—

				Rs.
In the High Court	..	..	..	15,93,732*
In other courts	..	..	..	2,99,460*
Total	..			18,93,192

* The figures are for the financial year.

the profit to Government from civil litigation amounted to Rs. 1,03,84,441: excluding this item, it amounted to Rs. 84,91,249.

Details of the receipts and charges are as follows:—

RECEIPTS.				Rs.	A.	P.
In stamps—						
Process fees	..	..	..	26,66,121	0	0
Other fees	..	..	..	1,56,31,981	0	0
In cash or special stamps—						
Other receipts	..	..	..	4,30,348	0	0
Copying and comparing fees	..	..	..	7,44,264	0	0
Fines	..	..	..	3,142	0	0
Receipts in the district of Chittagong Hill Tracts				10,671	15	5
-Total				1,94,86,527	15	5

CHARGES.						
Salaries of Judicial Officers	..	..	..	34,55,968	0	0
Establishment—						
Process-servers	..	..	..	11,60,463	0	0
Others	..	..	..	29,70,173	0	0
Copyists' fees	..	..	..	5,43,765	0	0
Contingencies and refunds	..	..	..	9,61,046	0	0
Total				90,91,415	0	0

There was an increase in receipts under all heads except "Fines." Under the head "Other fees" the increase amounted to more than Rs. 8,19,000. The increase in expenditure was under all heads except "Establishment" and was most marked under the head "Salaries of Judicial Officers" which exceeded that of the previous year by more than Rs. 1,51,000.

Jails.

[Report on the Administration of the Jail Department in the Presidency of Bengal for the year 1927.]

131. There was a considerable increase in the total number of prisoners detained in the jails of Bengal during the year under report. The average daily population has also risen from 12,771 in 1926 to 13,536 in 1927. This continues the tendency to increase noticeable in the figures of the previous year, after a period of falling numbers dating from 1920 when the average daily population was 15,357.

The health of prisoners, though slightly less satisfactory than in 1926, compares favourably with that in other years. Daily average sick cases numbered 32·4 per mille against 31·4 in 1926, and deaths 14·4 per mille against 13·7.

Jail
population,
health and
mortality of
prisoners.

**Jail
expenditure.**

132. The total cost of guarding and maintaining prisoners rose from Rs. 23,82,569 in 1926 to Rs. 25,09,958 during the year under report. The increase was chiefly under the heads "Establishment," "Dieting," and "Clothing and bedding" in which the expenditure rose by Rs. 32,505, Rs. 76,697 and Rs. 18,290. The increase in the two latter items is accounted for by the increase in the number of prisoners.

Jail earnings.

133. There have recently been changes in the organisation of the manufacturing departments of the jails, which render comparison with previous years somewhat misleading. There was a heavy fall in the net cash earnings from Rs. 5,84,898 in 1926 to Rs. 1,72,744 in the year under report. This is due to several causes: the receipts in 1926 were swollen by the disposal of the jute mills in the Presidency Jail; the manufacture of quinine tablets in the Presidency Jail has been discontinued, and the jail no longer receives credit for a share in the profits of manufacture; the profits on the sale of forms printed at the Alipore Jail Press are no longer credited to the Jails Manufacturing Department. The stock of manufactured articles has also increased and the volume of trading is smaller.

Advisory boards.

134. Advisory Boards for the premature release of prisoners eligible under the rules were held half-yearly at each of the Central Jails. One hundred and ninety-eight prisoners were brought before the Boards, of whom 83 were recommended for release and 115 were rejected. Government eventually released 73 of those recommended.

**Juvenile
offenders.**

135. The number of juvenile convicts under 16 years of age admitted into jail was 94 against 95 in the previous year.

Borstal school.

136. The Bengal Borstal Schools Act has been passed and a Borstal School has been established at Bankura. This institution now receives adolescents from the age of 16 to 21, sentenced by courts to detention in a Borstal School under the Act, and also young prisoners who have been sentenced to ordinary terms of imprisonment but who are selected by the Inspector-General as suitable inmates for the school.

**Under-trial
prisoners.**

137. A slight improvement is noted in the average period of detention of under-trial prisoners in jails, the average number of days for Sessions cases being 42·17 against 43·12 in 1926 and in Magistrates' cases 19·86 against 21·20. In Dacca, Rajshahi, Krishnagar and in the Presidency Jail, however, the average period is still above nine weeks in Sessions cases.

**Short
sentences.**

138. The percentage of prisoners sentenced to terms of imprisonment not exceeding one month decreased from 32·33 per

cent. to 30·07 per cent. But the total number still remains high, particularly in the Presidency Jail where no less than 1,569 prisoners had sentences of seven days or less. Short-term prisoners derive little or no benefit from detention, and it is hoped that by affording greater facilities for the payment of fines their numbers may be further reduced in the future.

139. With the object of assisting adolescent offenders on Jail reforms, release an "After-care Association" has been formed, composed largely of non-officials and assisted by a grant from Government.

Another reformatory measure which promises to be of value was the introduction of a system of compulsory primary education for young prisoners with sentences of over six months in the Alipore Central Jail. The school is reported to have brought about a marked improvement in the discipline, cleanliness and general behaviour of those who attended it. The results have been most encouraging.

The Reformatory and Industrial School at Alipore, which receives juvenile offenders under the age of 16, made good progress during the year under report. Its control has since April 1928 been transferred to the Education Department. Juvenile prisoners outside Calcutta have still to be sent either to the Reformatory School at Hazaribagh or to jails in this province, owing to the absence of any special institution for their reception.

Registration.

[Statistical Returns of the Registration Department in the Presidency of Bengal for the year, 1927.]

140. There were 417 offices open at the end of the year as against 413 at the end of 1926. Four experimental offices were opened during the year under review.

Progress and
statistics
of 1927.

The total income of the Registration Department increased from Rs. 39,19,735 in 1926 to Rs. 40,08,373, i.e., by 2·2 per cent. This was due to the increase in registrations. The total expenditure rose from Rs. 17,95,188 in 1926 to Rs. 18,91,204, i.e., by 5·3 per cent. Out of the total increase of Rs. 96,016 in 1927, Rs. 76,829 was on account of extra remuneration of Extra Muharrirs, Rs. 14,132 on account of increment of pay of Sub-Registrars and their establishment and Rs. 5,055 on account of increase under other petty heads.

Results.

141. The outstanding feature of the working of the Indian Registration Act in Bengal for the year under review was the increase in registrations, which rose from 19,04,090 in 1926 to 19,50,989 in 1927, i.e., by 2·4 per cent. This increase was shared by all the districts in the province except the 24-Parganas in the Presidency Division, Dacca, Faridpur and Bakarganj in the Dacca Division, and Chittagong and Tippera in the Chittagong Division. Taking the province by divisions, the largest increase occurred in the Rajshahi Division, being 9·4 per cent. Next comes the Burdwan Division with an increase of 6·3 per cent. In the Presidency Division there was an increase of 2·4 per cent. The Chittagong and Dacca Divisions showed a decrease of 2·2 and ·9 per cent. respectively.

Working of
the Marriage
Act, III
of 1872.

142. Sixty-nine marriages were registered during the calendar year 1927, under the Special Marriage Act, III of 1872, against 55 in 1926. Of these, 55 were registered in Calcutta, 2 in Dacca, 6 in Chittagong, and 1 each in Hooghly, Mymensingh, Rangpur, Jalpaiguri, Bogra and Tippera. There were 43 Marriage Registrars including 28 *ex-officio* Registrars at the end of the year 1927, against 44 of the previous year. Of these Marriage Registrars, only 13 registered marriages during the year. The noteworthy event during the year under review was that, of the total number of marriages, as many as 15 were registered under the amending Act, XXX of 1923.

Working
of the
Muhammadian
Registration
Act and the
Kazis' Act.

143. Bengal Act, I of 1876 (an Act for the Voluntary Registration of Muhammadian Marriages and Divorces), was in force in the whole of this Presidency. The number of offices at the end of the year 1927 was 360 against 348 at the close of the preceding year. The total number of ceremonies, viz., marriages and divorces registered during the year, was 102,493 against 106,148 in 1926, showing a decrease of 3·4 per cent. The decrease in the number of registrations is due mainly to the straitened circumstances of the lower classes in Dacca, Chittagong and Rajshahi Divisions, owing to a fall in the outturn of paddy and to the low price of jute in those divisions. The number of registrations increased in Burdwan and Presidency Divisions. The total receipts of Muhammadian Registrars and Kazis, including gratuities, amounted to Rs. 2,19,179-3 during the year 1927 against Rs. 2,24,320-9-6 in the preceding year, showing a decrease of 2·2 per cent. The average income of a Muhammadian Registrar and Kazi during the year under review was Rs. 608-13-3.

[Annual Report of the Registrar of Joint Stock Companies, Bengal, on the working of the Indian Companies Act and allied Acts during 1927-28.]

Working
of the
Indian
Companies
Act, 1913
(VII of 1913).

144. The number of companies in operation in Bengal, which were limited by shares, at the close of the year was 3,285, with a total nominal capital of Rs. 3,52,40,42,670 and a paid-up capital of Rs. 1,20,40,55,399, as compared with 3,040 companies with Rs. 3,39,00,64,094 nominal and Rs. 1,17,71,68,084 paid-up capital at the end of the preceding year. Three hundred and thirty-four new companies and societies, or 25 more than the number incorporated in the previous year, were registered; of the new concerns, 291 were limited by shares, 7 were limited by guarantee and 36, representing various social, philanthropic and charitable objects, were incorporated under the Societies Registration Act, 1860. Four hundred and seventy-eight companies increased, while 34 companies reduced their capital against 413 and 73, respectively, during 1926-27. Forty-eight companies ceased to work, went into liquidation, were finally dissolved, or otherwise became defunct, as compared with 47 in the previous year. Sixty-three companies went into liquidation during the year, but were not finally dissolved. No investigation into the internal affairs of a company was directed under section 138 of the Act, but the practice of appealing to the Registrar to interfere in the internal affairs of companies to proffer advice or expressions of opinion on various points continued and, in fact, was resorted to more frequently.

One hundred and twelve prosecutions were instituted during the year and 54 were pending from the preceding year. Of these, 140 ended in conviction, 2 in the acquittal of the accused persons, and 24 remained pending at the close of the year.

The net receipts of the office of the Registrar of Joint Stock Companies from all sources amounted to Rs. 81,788 as compared with Rs. 75,730 in the previous year.

145. Five new Provident Insurance Societies were registered under the Act during the year, thus increasing the total number of existing societies to 12. Four permanent unrestricted Auditors' Certificates were granted during the year to holders of the Government Diploma in Accountancy under the provisions of section 144 of the Act and the rules relating thereto. Two expired temporary restricted Auditors' Certificates were renewed, and the recipients of these two certificates were authorised to act as auditors of such companies only as kept their accounts in Bengali. Two Government certificated auditors died during the year—one the holder of a temporary restricted certificate, and the other the holder of a permanent restricted certificate.

Working
of the
Provident
Insurance
Societies
Act, 1912
(V of 1912).

Municipal and Local Self-Government Departments.

Municipalities outside Calcutta.

[Reports from the Commissioners of Divisions on the working of Municipalities in the Bengal Presidency (except Calcutta) during 1927-28.]

Number of Municipalities.

146. A new Municipality was created at Gouripur in the district of Mymensingh; the total number of Municipalities in Bengal thus became 116, the new Municipality being not empowered to levy taxes during the year. The boundaries of the Kishoreganj Municipality were revised by the exclusion of areas which were more rural than urban. There were also slight alterations in the boundaries of two other Municipalities, viz., Krishnagar and Basirhat.

Elections.

147. The elective system was in force in all but three Municipalities, viz., Bhatpara, Garulia and Titagarh. General elections were held in 59 Municipalities. In most Municipalities the elections were hotly contested. In the small town of Ramjibanpur 90 per cent. of the voters in one ward attended the polling station, and in Burdwan the contest was so keen in one ward that out of 277 voters only 18 did not turn out to vote. These contests do not necessarily indicate a sense of civic responsibility; in too many instances far greater keenness is shown in securing the honour of being a Municipal Commissioner than in performing the duties attached to that office. Civil suits continue to hamper municipal administration. In two wards of the South Suburban and in one ward of the Ranaghat Municipality elections could not be held owing to injunctions issued by the Civil Court. Civil suits were also instituted or were pending during the year in four other Municipalities, viz., Champdany, Khulna, Chittagong, and Dinajpur. The number of such suits and the time taken to dispose of them are strong arguments for the establishment of special tribunals with powers of final decision of election disputes. The Bengal Municipal Bill, which was thrown out by the Legislative Council in 1925, contains provisions for setting up such tribunals. The Minister for Local Self-Government recently consulted the Local Self-Government Standing Committee about re-introduction of the Bill. It has been decided to re-introduce it if there is any chance of the Bill becoming law during the lifetime of the present Legislative Council.

The number of Commissioners of the Jalpaiguri Municipality was increased from 15 to 18.

Meetings.

148. Out of 2,447 meetings held during the year, 151 proved abortive for want of a quorum and 199 were adjourned, against 152 and 223, respectively, in the previous year.

Attendance was poorest in Joynagar, Hooghly-Chinsura and Baduria, where 8 out of 13, 36 out of 69 and 13 out of 27 meetings, respectively, proved abortive. At Narayanganj nearly half and at Budge-Budge and Baruipur more than one-third of the meetings held were unsuccessful. Hooghly-Chinsura held the largest number of meetings, viz., 69; then come Bansberia with 49, Comilla with 43 and Kalna with 41. On the other hand, the Commissioners of Dainhat, Ramjibanpur, Baidyabati, Kotrung, Gobardanga, Debhata and Murshidabad failed to meet once a month. As suggested by Mr. Cook, Commissioner of the Burdwan Division, two explanations are possible for this failure—"Either that there is almost complete lack of interest in things municipal, or that one faction is so strong that the minority party does not think it worth while attending."

The attendance of Commissioners in Garulia was cent. per cent., next come Kanchrapara and Champdany with more than 80 per cent., while it was very poor at Baduria, viz., 16.6 per cent.

149. The total number of ratepayers rose from 324,917 to 326,172, the percentage to total population being 16 against 16.11 in the previous year. The increase was shared by all the divisions except Burdwan where the number declined from 107,651 to 106,485. The Commissioner of the division finds no satisfactory explanation for this, but observes that the revision of the voting list is said sometimes to be fraught with danger to the party not in power, and that this may be a factor in the fall. As in the previous year, the percentage was highest in Kumarkhali (40.7) and lowest in Titagarh (3.2)—a mill town with a large cooly population. There was an appreciable decrease in the number of ratepayers in Kishoreganj and Rajbari, due to the exclusion of certain areas from the municipal limits. Other towns in which rates are paid by less than one-tenth of the population are the hill stations of Darjeeling and Kurseong and the several riparian mill Municipalities such as Naihati, Bhatpara, Garulia, Kamarhati, Champdany, and Narayanganj which are towns with a large floating population of factory operatives who pay no rates themselves.

Number of
ratepayers.

150. The average incidence of taxation for the province as a whole was Rs. 3-4-1 against Rs. 3-3-9. It was highest in the hill Municipality of Darjeeling (Rs. 10-12-3). Next come Kurseong (Rs. 9-9-7), Howrah (Rs. 8-13-6), and Chittagong (Rs. 5-6-2). In ten other towns, viz., Burdwan, Hooghly, Chinsura, Uttarpara, South Dum-Dum, Krishnagar, Berhampore, Dacca, Narayanganj, Mymensingh and Bogra, the ratio was

Assessment
and taxation.

above Rs. 4. The Commissioner of the Burdwan Division observes in this connection that it is doubtful if the ratepayers of Hooghly-Chinsura and Uttarpara got their money value. No explanation has been furnished for comparatively high incidence in the town of Bogra. It may be due to the revision of the assessment on Government holdings which has increased the municipal income by more than Rs. 2,000 per annum. On the other hand, the incidence was as low as 7 annas in Bazitpur and Debhatta and in 19 other Municipalities it was raised from 8 annas to 1 rupee. Generally speaking, the incidence of municipal taxation in the Presidency as a whole is extremely low, although it does show a slow upward tendency, the figures being Rs. 3-1-5 in the year 1925-26, Rs. 3-3-9 in 1926-27 and Rs. 3-4 during the year under review.

A general or partial revision of assessment was made in 89 Municipalities, the net result being an increase of about Rs. 2½ lakhs in the municipal revenue of the Presidency as a whole. The largest increase, viz., Rs. 35,049, was obtained in Rangpur by the revision of assessment of the latrine fees alone. Then come Tollygunge with an increase of Rs. 18,360, Jalpaiguri Rs. 18,061, and Raniganj Rs. 13,736. These figures, however, represent the gross increases which were likely to be reduced when objections came to be heard. Baranagar has added Rs. 16,768 to its income by the imposition of a lighting rate, and Bankura Rs. 8,364 by the substitution of the rate on holdings for the tax on persons, with effect from 1st April 1928.

The Assessment Committee having considerably increased the annual valuation of holdings in Uttarpara, the Municipal Commissioners decided to reduce the percentage at which rates are levied, the net result being a decrease of Rs. 1,353 in the annual income from water rate and an increase of Rs. 4,821 from other rates. Mr. Cook makes the following remarks in connection with the assessment of municipal taxes:—

“That the assessments give a genuine estimate of the real values is doubtful, as the assessments are made usually by the Commissioners themselves, and it is not expected that they should have the requisite professional knowledge needed for a proper valuation, even if we eliminate the unconscious bias which must operate when a Commissioner’s continued further existence hangs in the balance.”

of collections on the current demand fell from 95·6 to 95·5, the lowest ratio being returned by Raniganj. The low percentage in Raniganj is attributed to the delay in disposal of objections against the general revision which were kept pending far too long, and also to the decrease in the number of carriages and carts in the town. In ten Municipalities the collections were over 99 per cent. On the other hand, in 13 Municipalities the ratio was under 85 per cent., falling as low as 54·4 per cent. in Rangpur. The poor collection in Rangpur is reported to be due mainly to the delay in the disposal of a large number of objections made against the assessment. The comparatively low percentage of collections in Tollygunge (80·5) is attributed to non-payment of taxes by some big rate-payers against whom civil suits have been instituted.

As usual, Nalchati and Garulia collected cent. per cent. of the demand without any remission. Titagarh and Champdany also collected practically their whole demand, granting 1/10th per cent. remission and leaving no outstanding balance. Bhadreswar had an outstanding balance of only Rs. 29 at the end of the year. In these towns, however, the bulk of the taxes is paid by the mills, leaving only a small percentage to be collected in the ordinary way.

Remissions of rates, both arrear and current, for the province as a whole amounted to Rs. 2,61,716 and represent nearly 4 per cent. of the current demand. Rajbari remitted more than one-fourth and Debhatta nearly one-fourth of their current demand, Baraset and Jainagar more than 20 per cent., while three others, viz., Rajpur, Satkhira and Rangpur, remitted more than 15 per cent. Large remissions are the logical sequence of careless and illegal assessment, inefficient collection and reluctance to resort to the coercive procedure provided in the Bengal Municipal Act. Grant of remissions must be considered an unsatisfactory method of disposing of large outstanding balances.

The following are some of the most glaring instances of irregular remissions granted by the Municipal Commissioners, which were noticed by the Examiner of Local Accounts in his report on the working of the Local Audit Department for the year 1926-27:—

- (i) Taxes amounting to Rs. 1,045 were remitted by the Barisal Municipality as irrecoverable, on the report of a Municipal Commissioner that most of the persons concerned could not be traced.

- (ii) The Perojpur Municipality reduced the tax of a Municipal Commissioner—although he had a large income within the Municipality—from Rs. 52 to Rs. 42, in consideration of his services to the Municipality.
- (iii) A certain ratepayer of the Baidyabati Municipality prayed for some reduction of his taxes, but the Commissioners out of generosity granted him entire exemption.
- (iv) In Basirhat and Barisal taxes due from persons holding appointments under Government or Local Funds were remitted as irrecoverable when they were transferred from the station.

In the Presidency as a whole the balance outstanding at the close of the year amounted to more than Rs. 15½ lakhs. The Minister observes with regret that the accumulation of such heavy arrears reflects credit neither upon Municipal Commissioners nor upon their executive. Howrah shows the largest balance outstanding, viz., Rs. 5,63,120, for which no explanation has been given. Next comes Dacca with an outstanding balance of Rs. 2,34,273, which, however, was the outcome of litigation in regard to the assessment. A civil suit instituted to challenge the validity of the reassessment at Dacca was decided in favour of the Municipality, but an appeal has been preferred against this decision in the Privy Council. In the meantime, heavy arrears of taxes have accrued, and it will be very difficult for the poorer ratepayers to pay up fully such large arrears. Other Municipalities which had balances outstanding of more than Rs. 25,000 were Mymensingh, Barisal, Tollygunge, Santipur, South Suburban, Hooghly-Chinsura, Bally and Bankura. The reason for the large amount outstanding in Tollygunge has already been given. The balance in Santipur was due to the reluctance of the old Board to take coercive measures, some of the Commissioners, including the Chairman himself, being among the worst defaulters. South Suburban attributes the large arrears to default on the part of rice mill-owners who closed their mills. The Commissioner of the Burdwan Division makes the following observations:—

“Generally speaking, the heavy arrears are always due to laxity on the part of the municipal executive in taking coercive steps to realise taxes in accordance with the provisions of the Act, and the usual cause for the laxity is fear of the Chairman and Vice-Chairman of losing popularity or their seats at the next election. The size of the arrears will probably vary with

the nearness of the next election. The existing Boards are not responsible for the accrual of all the arrears. Some have inherited a heavy load, such as in Hooghly-Chinsura and in Bankura. I have no hesitation, however, in saying that in not a single instance, not even in Bally, has the Municipality done all it might have done to reduce the arrears. Outstandings of some size more than two years old, due from men known to be able to pay, are allowed to remain uncovered by suit, 'for amicable realisation.' The likelihood of a man being willing to 'pay amicably' two or three years' dues, when he has not paid one year's, either through inability, or cunning, seems so remote that one begins to doubt the bonâ fide of the plea and to look for some other reason."

Unwillingness to adopt stringent measures is no doubt largely responsible for this heavy accumulation, but there are other factors also. There is no such system as there is in Madras and in Bihar and Orissa for recovering from the persons responsible amounts that have been lost through their negligence.

152. The total receipts including opening balance amounted to Rs. 1,12,10,926 against Rs. 1,12,17,720 in the year 1926-27. The total disbursements were Rs. 96,37,905 as against Rs. 96,50,331.

Income and
expenditure.

Closing
balance.

153. The total balance at the close of the year rose from Rs. 15,67,389 to Rs. 15,73,021. The largest balances were held as in the previous year by Dacca (Rs. 2,78,584), Howrah (Rs. 2,66,859), and Darjeeling (Rs. 1,01,413). Other Municipalities which had unduly large balances were Naihati (Rs. 68,216), Bhatpara (Rs. 62,226), South Dum-Dum (Rs. 55,350), and Narayanganj (Rs. 52,568). The large balance in Darjeeling is attributed to restriction of expenditure and postponement of certain undertakings. The greater part of the balance in Bhatpara represents funds for the sewerage water-supply and town improvement scheme, while in South Dum-Dum the large accumulation is described as being meant for the improvement of roads, primary education, dispensary buildings and improvement of water-supply. In other cases, no explanations have been furnished.

On the other hand, a number of Municipalities failed to keep adequate working balances, and in several towns balances were insufficient to meet outstanding liabilities. In Mymensingh, Barisal, English Bazar, Dinajpur and Midnapore, the outstanding liabilities largely exceeded the closing balances.

The worst offenders in this respect were Baruipore and Satkhira which had outstanding liabilities of Rs. 3,700 and Rs. 3,526, respectively, against actual balances of Rs. 78 and Rs. 74 only. Sirajganj, Jiaganj-Azimganj and Bhola had also outstanding liabilities of Rs. 15,020, Rs. 4,673 and Rs. 3,281 against a cash balance of Rs. 615, Rs. 846, and Rs. 540 respectively. Hooghly-Chinsura and Santipur closed the year with a sum of Rs. 7,012 and Rs. 9,646 against liabilities exceeding Rs. 49,000 and Rs. 23,000.

Education.

154. The amount spent on education, including the Government grant of Rs. 1,11,591, was Rs. 4,31,641 as against Rs. 4,46,699 in the preceding year. The expenditure on primary education also showed a corresponding fall of Rs. 5,000. The decrease was most marked in Darjeeling and Asansol and was due to the fact that in 1926-27 extraordinary capital expenditure was incurred in both places. An income of Rs. 5,920 was derived from the education cess which is at present levied by the Municipalities of Rangpur and Berhampore. Twelve Municipalities, or roughly one in ten, failed to spend on primary education 3·2 per cent. of their ordinary income, the percentage which is taken to represent the amount required for the education of half the number of boys of primary school-going age. On the other hand, the ratio was over 5 per cent. in 48 Municipalities and over 10 per cent. in 19 Municipalities. In Burdwan 2 new Primary Schools of the Biss type were opened and in Kalna the construction of an additional room in the municipal Primary School was undertaken. In Berhampore the first free Primary School was started at Kasimbazar; the construction of a second municipal school at Saidabad was in progress. Barisal paid Rs. 1,920 towards the cost of establishment of a free Primary School and Nalchiti maintained a Primary Patshala on the lines of Mr. Biss's scheme at a cost of Rs. 440. Free and compulsory primary education for boys was introduced in Chittagong with effect from January 1928, and the Municipality provided 34 schools for boys and 31 for girls. It is remarkable that out of 2,500 boys and 1,400 girls between the ages of 6 and 10 in the town, no less than 2,120 boys and 1,052 girls are at school. The Municipality has also demonstrated that the cost of the scheme is not prohibitive, as its own contribution is not likely to exceed Rs. 11,000 per annum. This is an excellent example, but it has been little followed. It appears that too many of the Municipalities, especially in the Burdwan Division, spend too much money on secondary schools, while neglecting primary education. The Minister is constrained to repeat the advice given previously that the Municipal Commissioners should

not devote their funds to secondary education when this involves neglect of other important services including primary teaching.

155. The Tollygunge and South Suburban Municipalities continued to get filtered water from the Calcutta mains, and negotiations were in progress with the Calcutta Corporation for a similar supply to the Baranagore Municipality. Seven Municipalities in the Hooghly riparian area got their supply from the local mill filters. Excluding these, there are 28 Municipalities which have their own water-works. Only 5 of these systems date from before 1900. The number of persons supplied with filtered water was 971,900, the total quantity supplied averaging 11 million gallons per day. Water-supply.

In Naihati pipe water was, as before, supplied by the Gouripur and Nuddea Companies. The larger scheme for a comprehensive supply to remote corners of the town was completed during the year, and the Khulna Water-works extensions are nearing completion. Arrangements were made for the free supply of water to the Halisahar Municipality from the local jute mills. A new reservoir with a capacity of 150,000 gallons of water was erected at Raniganj and an efficient supply of water is now being maintained throughout the town. No progress could be made with the scheme for the extension of water-works on the east side of the river Lakshya in Narayanganj, as the contractors failed to sink the tube wells. The tube well of the Lytton Water-works at Faridpur was sunk and proved successful. The excavation of the storage tank in connection with the new Patuakhali Water-works was completed. The machinery of the Comilla Water-works having broken down early in the year, the Municipal Commissioners first hired a portable engine for pumping and supplied the town with water from the river Gumti, and then decided to sink a tube well—a work which is in progress. The sinking of a tube well in connection with the Brahmanberia Water-works scheme was completed during the year. The scheme for the supply of water from the Dakatia river to the northern section of the Chandpur town has recently been administratively approved by Government at an estimated cost of Rs. 1,53,000, while the Noakhali Water-works scheme has also been approved. Several Municipalities in the Rajshahi Division, viz., Rajshahi, English Bazar and Pabna, have inaugurated water-works schemes, but none has yet materialised. It may finally be said that now-a-days the inhabitants of no considerable town in Bengal are content to do without a system of filtered water-supply through pipes. The general willingness to pay water rate in return for the service shows that the public health conscience is awake.

Tube wells having proved a successful and also a cheap source of supply in certain soils, a large number of Municipalities—especially in the Presidency Division—decided upon obtaining water through such wells. Mr. Sachse, Commissioner of the Presidency Division, observes in this connection:—

“These wells have attained considerable popularity of late, and an impression is gaining ground that these wells may supply a solution of the water-supply problem in many places. The difficulty is that the pumps are apt to get out of order and that there is no guarantee when they will cease to be useful.”

The Minister holds the view that when tube wells can be successfully sunk and kept in order, they are at once an inexpensive and a satisfactory source of water-supply. He observes, however, that the life of a small tube well is apt to be short, and he agrees with Mr. Sachse that the difficulty of keeping the pumps in repair is one that has to be faced. In considering schemes for the supply of water from tube wells Municipal Commissioners will, therefore, be well advised if they make specific provision for renewals and for periodical repairs; the latter object may be achieved by employing a whole-time mistri to look after the mechanism when the number of wells is sufficient to justify such a post.

Conservancy.

156. Expenditure under this head amounted to Rs. 22,70,714, showing an increase of about Rs. 70,000. Motor-lorries, either for road watering or for scavenging purposes, were purchased by several Municipalities, and this partly contributed to the increase. The largest increase was in Dacca, and was due to more being spent on road cleaning and road watering. As usual, the cost of cleansing private privies was nearly Rs. 5½ lakhs in excess of the receipts from latrine fees, which rose by about Rs. 35,000 only. The deficit was, as usual, met from the general fund at the sacrifice of such vital services as Sanitation, Education and Medical Relief. The desirability of making the special funds self-supporting by raising the rates to the maximum limit, where they have not yet reached that level, or by reducing expenditure, was impressed upon the Municipalities in the Presidency Division by the Divisional Commissioner when passing their budgets. The Minister trusts that this course will be followed by other Commissioners of Divisions.

Scavengers are as difficult as ever to recruit. Mr. Durno, Magistrate of Nadia, remarks that even Chakdah's one and only sweeper has run away.

The problem of recruiting scavengers and of paying wages that will keep them contented is likely to grow still more acute in the future, and it is perhaps only a question of time before Municipal Commissioners in the larger towns at least are driven to the solution of installing underground sewerage systems.

As usual, the Conservancy Departments were in charge of the Health Officers and Sanitary Inspectors where there are such officers. The total cost on account of these officers amounted to Rs. 1,85,981 against Rs. 1,80,685 in the preceding year.

157. The total expenditure under the head fell from Drainage. Rs. 5,96,231 to Rs. 3,20,974. The decrease is due to the fact that in 1926-27 there was a capital expenditure of Rs. 2,56,055 on the Dacca sewerage scheme. A scheme for the drainage of a part of the Suri Municipality was administratively approved at a cost of Rs. 34,100 towards which Government will make a grant of Rs. 10,000. The drainage system of Bally is extremely defective. The Calcutta Chord Railway authorities have agreed to construct drains along the alignments of their approach lines to the Bally Bridge with which the Municipality and the householders will be allowed to connect their drains. This is expected to remove the existing trouble in Ward No. I. A portion of the main outfall drain was taken up by the Bally Jute Mill, Limited, and the Municipality had also in hand a project for a new alignment of this drain for which acquisition proceedings were started.

The Titagarh sewerage scheme was completed and is now in working order. The Bhatpara scheme has recently been sanctioned by Government. A scheme for a sewerage system in Krishnagar had to be kept in abeyance for want of funds. A sum of Rs. 36,386 was spent by the Dacca Municipality on its sewerage scheme. The unspent balance of the Government grant for this scheme was Rs. 24,479 at the close of the year. Chittagong spent Rs. 4,453 on the maintenance, extension and improvement of drains. Minor drainage works were carried out in several other towns. The septic tanks at Kurseong are reported to have worked satisfactorily.

158. The expenditure under this head amounted to Lighting. Rs. 6,03,502 as against Rs. 5,73,865, and represented 7·2 per cent. of the total ordinary expenditure. The increase is mainly noticeable in Howrah (no explanation given) and in Baranagore (due to the introduction of electric lighting). Other towns in the province which are lighted with electricity are Dacca, Darjeeling, Howrah, Hooghly-Chinsura, Uttarpura, South Dum-Dum,

South Suburban, Bally and Burdwan. Only the first two Municipalities had electric lighting before 1900, the Howrah system dates from 1913, and all the others have been installed since 1923. Some of the main roads and lanes in Chittagong were provided with electric lights during the year. There is a project for the electrification of the town of Berhampore, and the Commissioners have agreed to have street lights and also to run the water-works by electricity. In Murshidabad and some other places the Municipal Commissioners have installed day-lights at road junctions; this is an example that other Municipalities might follow with advantage.

Public health.

159. As in the previous year, most of the Municipalities took steps to improve sanitation by filling up, clearing or disinfecting insanitary tanks, ditches and *dobas*, and by removing undergrowth and obnoxious vegetation. Jessore carried out jungle-clearing on a comprehensive scale with the help of convict labour, while the small Municipality of Maheshpur cleared the compounds of the poorer classes with the help of the Anti-Malarial Society and school students. The settlement operations were responsible for a good deal of clearance of jungles in North Dum-Dum. The District Magistrate of Hooghly observes that the standard of clearance is in most cases very low, and this is probably true of Municipalities in other districts as well. In many Municipalities notices were issued to owners of insanitary tanks, *dobas* and rank vegetation and prosecutions had to be started where the requisitions were not complied with. The Commissioner of the Burdwan Division, however, remarks: "What happens after the 'notices' and the results of 'prosecutions' we are not told. It would be an exceedingly interesting matter for detailed enquiry to find out what had really been done. The same formula appears every year with such persistence that in time one accepts it as a formula, especially when walking round any of the Municipalities you come on the same 'old offenders.'"

Preventive measures were taken by a large number of Municipalities to check the spread of epidemics. Medicines and disinfectants were freely distributed, and special doctors were appointed where necessary. There were outbreaks of cholera and of small-pox in several Municipalities. People were warned against using the water of suspected tanks, wells and rivers, and were advised to use boiled water. Anti-cholera inoculation and vaccination were pushed on vigorously, and all possible steps were taken to cope with the epidemics. In certain Municipalities affected houses were disinfected, suspected tanks, etc., were sterilised, markets were regularly inspected by Sanitary Officers, and unwholesome food was seized and destroyed.

Free vaccination was provided by many Municipalities, and effective measures were taken to secure the vaccination and revaccination of children. Permanent vaccinators were maintained by certain Municipalities, while temporary ones were appointed by some others. A system of free home vaccination is reported to have been working with good results in Naihati and Kamarhati. Two female vaccinators were appointed by the Dacca Municipality.

Malaria and Kala-azar were prevalent in some Municipalities, and preventive and curative measures were taken. It is reported that some of the anti-malarial and kala-azar societies did useful work in co-operation with the Municipalities in combating these diseases. The Birnagar Palli Mandali made steady and systematic attempts to drive out malaria by mass administration of quinine and control of carrier species of anopheline mosquitoes. Anti-malarial societies were started in several Municipalities, while some opened kala-azar centres and distributed quinine and cinchona free. Dacca contributed as usual Rs. 1,200 to the Dacca Maternity and Child Welfare Trust, and Chittagong Rs. 1,000 to the local maternity fund which is controlled by a committee of which the Civil Surgeon is the Secretary. A midwife is maintained from this fund who attends delivery cases amongst the poor people free of charge. A midwife was also appointed by the Nawabganj Municipality. Both Chittagong and Krishnagar have training classes for *dais* for which they receive grants from Government. Nine indigenous *dais* were trained at Chittagong.

Increasing interest was displayed by some Municipalities in examining foodstuffs offered for sale to the public. In Dacca, for instance, 405 samples of foodstuffs were sent to the Public Health Laboratory for analysis, 31·3 per cent. of which was found to be adulterated. About 443 maunds of unwholesome foodstuffs of different kinds were destroyed. Several Municipalities started a number of prosecutions under the Bengal Food Adulteration Act, many of which ended in conviction. The Chairman of the Dacca Municipality, however, complains of the inadequacy of the fines imposed by the Criminal Courts in these cases.

Attempts made to get water-hyacinth removed, by serving notices on the occupiers of holdings or otherwise, were usually successful.

160. The total expenditure under the head rose from Public works, Rs. 11,84,052 to Rs. 12,40,246. The increase was noticeable under the sub-head "Roads." Dacca alone was responsible for

an increase of Rs. 33,000 which was due to thorough repairs of several roads which could not be undertaken in previous years for lack of money. There was also an increase of Rs. 20,000 in Chittagong, due to the metalling of some important roads and to the purchase of a road-watering motor-car which is also to be used as a fire engine. A trial was made with the motor-car at an actual fire, and the engine succeeded in extinguishing it within half-an-hour. The percentage of outlay on public works to total expenditure varied from 5 in the small town of Sonamukhi to 41·3 in South Suburban. Maintenance of roads is a heavy item in most places. The total length of metalled roads maintained by Municipalities was 1,376 miles and that of unmetalled roads 1,637 miles. The mileage of both metalled and unmetalled roads is largest in Howrah, viz., 145 and 88 miles respectively. Krishnagar has 77 miles of unmetalled roads.

Complaints continue to be received regarding the damage done to municipal roads by motor vehicles. The considerations which led to the postponement of legislation for the taxation of power-driven vehicles were set forth in paragraph 14 of last year's Resolution, in which reference was also made to the possibility that the Road Development Committee appointed by the Government of India might recommend some special taxation on motors for expenditure on road development in India. The Committee submitted its report to the Government of India recently, making comprehensive recommendations about methods by which schemes of road improvement may be financed out of the proceeds of new central and provincial taxes. Local Governments have been asked to express their views on these recommendations, and the Government of Bengal have them under consideration.

Loans.

161. Loans amounting to Rs. 27,500 were granted from provincial revenues to the Municipalities of Raniganj (Rs. 17,500) and Dinajpur (Rs. 10,000). Altogether, 36 Municipalities were in debt to Government, their total liabilities amounting to nearly Rs. 28½ lakhs. Five Municipalities, viz., Garulia, Barrackpore, Barasat, Basirhat and Sirajganj, liquidated their debts in full.

Audit of accounts and embezzle- ments.

162. The accounts of all but eight Municipalities were audited by the Examiner of Local Accounts and his staff. In the absence of any system of bringing home to Municipal Commissioners their personal responsibility for improper payments or for revenue sacrificed through their negligence, the control exercised by Government through audit is not very effective.

The result is that defects and irregularities are seldom remedied and the same errors are seen over and over again. Repetition of irregularities is not the only fault of the present system. Under existing orders audit notes should be returned to the Examiner of Local Accounts within three months of their receipt, with the Chairman's explanations, but this time-limit is seldom observed.

Embezzlements or misappropriations of money occurred in Baranagore, Jiaganj-Azimganj, Sirajganj, Dinajpur and Rajpur. In Baranagore the tax collector and the sarkar and in Jiaganj-Azimganj the tax daroga and cashier were prosecuted for misappropriating a portion of the collections made by them. These cases are still subjudice. The tax daroga of the Sirajganj Municipality is reported to have absconded after defalcating municipal money. The matter is in the hands of the police. A small amount was misappropriated by the Registration Clerk at Rajpur. The amount was recovered and the Clerk was dismissed. In the Dinajpur case the culprit was the Head Clerk and Accountant; the money misappropriated by him was recovered and his services were dispensed with. In view of his old age and length of service, the Municipal Commissioners, however, decided not to prosecute him. It is reported that the Chairman of one Municipality in the Burdwan Division opposed a prosecution recommended by the District Magistrate. The Municipal Commissioners should remember that they are the custodians of the ratepayers' money and no personal considerations should defer them from placing offenders on trial, leaving it to the Court to take extenuating circumstances, if any, into view.

163. The most noticeable achievements of the Burdwan Municipality were the completion of the Municipal Market and the construction of a Rest House in the Muhammadan Burial Ground. A new steam-roller and a new motor-car serving the double purpose of road-watering and fire extinction were also purchased. Katwa has made considerable progress in extricating its finances from the hopeless condition into which they had fallen two or three years ago. The drainage and water-supply of the town of Dainhat are as bad as ever. The District Magistrate remarks that it might be an advantage if this Municipality were converted into a Union Board. The drains in Kalna are particularly obnoxious, while those in Raniganj are regularly flushed. In the latter place the Bengal Coal Company is constructing a new market on up-to-date lines, which should materially add to the amenities of the town. In Asansol expenditure on conservancy had gone up to more than 42 per

General
remarks:
Burdwan
Division.

cent. of the total expenditure without bringing about any improvement. The Municipality has no market and the sanitary conditions of the private markets are disgraceful.

As regards municipal administration in the district of Bankura, the District Magistrate remarks that it cannot be said that any of the Municipalities were administered efficiently in respect of roads, drains, sanitation, water-supply or finance. In Bankura, road repairs are neglected or done in a very incompetent manner, and encroachments are being made with impunity. There are far too many insanitary tanks and *dobas* in this town.

Mr. Goode, Magistrate of Midnapore, writes as follows on the working of the Municipalities in his district:—

“ Generally speaking, there seems to me small scope for praise and less ground for blame in reviewing the administration of these Municipalities..... Most of them possess incomes which are less than those of many Union Boards; their establishments are meagre..... High taxation is necessary if any advance is to be achieved..... The incidence of taxation in Midnapore is still only Rs. 3-1-3 per person, while in Ghatal it is only Rs. 1-5-11. Municipal amenities cannot be purchased at this price. With a 25 per cent. increase in taxation reserved for the service of loans, both these Municipalities could advance, but as in the other municipal towns of the district, the poverty of the ratepayers which is real enough is urged against any considerable increase in taxation..... Adequate revenues are at present beyond the reach of all these Municipalities, but I believe that most of them could support an increase in their assessments which would make progress possible..... In the Tamluk Municipality there are signs of life and prosperity. A portion of the market has been brought under khas possession, a tube well (407 feet in depth) has been sunk, a pucca ghat has been extended, a piped distribution system is rendered possible by the munificence of the late Babu Gopal Prasad Garga, Zamindar of Mahisadal, the number of street lights increased and some drains improved. A class for training indigenous *dais* was opened with assistance from Government and vigorous measures were taken to cope with a severe outbreak of small-pox.”.....

Party faction exists more or less in most of the Municipalities in the district of Hooghly.

The financial condition of the Hooghly-Chinsura Municipality is deplorable. The income from neither latrine fees nor water rate pays for the services which they are meant

to finance, and these services again are far from perfect. The condition of the roads in the town is bad and they are not regularly watered. Drainage is also bad. The lighting of the area served by electric light has been fairly satisfactory, but in other areas it is wretched in the extreme.

The Commissioner of the Division observes:—

“There is little to redeem the working of such Municipalities as Bankura or Hooghly-Chinsura, and in these cases, one might almost say that the Commissioners sin against light. The majority of the Commissioners of the Kotrung Municipality are completely out of touch with the more enlightened of the ratepayers and refuse to do work which is recommended by the Sanitary Department and supported by the ratepayers. This state of things comes entirely from the personal ambitions of a very small clique.

There can be no doubt that instances of the worst type of management still are too many, probably even in the majority, among the Municipalities. I believe, however, that there are more signs to-day of an awakening and that schemes that must improve health and sanitation are getting the support (actually shown in the form of contributions) of a larger body of the ratepayers. Burdwan and Midnapore are extending their water-supply and the former body is making use of the local electrical supply. Asansol got together for a water-supply nearly 2 lakhs of rupees in a surprisingly short time. Suri has put through its water-works scheme and is not afraid to undertake a drainage scheme. Tamluk has persisted and is practically assured of its drinking water-supply. Even in Chandrakona, faction has not entire control, and the fact that in Bally the various factions contested to elect as Chairman a nominated member to get them out of the financial slough into which they had sunk, in my opinion, shows a real change in the attitude of Commissioners towards public duties and testifies to a further growth in the sense of responsibility to the tax-payers.”

164. Mr. E. N. Blandy, Magistrate of the 24-Parganas, Presidency Division, makes the following remarks on the working of the Municipalities in his district:—

“The total of outstanding balances has gone up again, though by a smaller figure than in the previous years. This shows that the Boards in many cases have still not learned the necessity and the duty of collecting taxes promptly..... The valuable assistance, both financial and personal, to municipal administration afforded by the mills again calls for remark.

Such projects as the sewerage scheme in Titagarh and the Naihati Water-supply are largely due to their co-operation..... The Municipalities during the period under review seem to have been more interested in water-supply and public health than in other directions, and good work is being done. But it is yet to be seen whether this will produce a permanent improvement. If only they would set to and collect their full income and their arrears, still more progress in these and in other directions would be possible..... Civil suits and election disputes are unhappily common, and municipal funds are not infrequently wasted in this unprofitable bickering."

Mr. Durno, Magistrate of Nadia, epitomises the working of the Municipalities in his district as follows:—

"Krishnagar tries, and deserves sympathy and help. In Nabadwip they merely quarrel. Santipur was quite incorrigible, but it is hoped that the new Board will open a new chapter. Ranaghat is dirty and dusty. A visit to Birnagar is a cure for depression." (He adds: "Every Municipality that despairs, should send its Commissioners to Birnagar to see what can be done; it is an object lesson.") "Chakdah says it has no money. It has a dispensary, four lamps, a few wells, one quarter-time sweeper and one road-cleaner who has been in service since the institution of the Municipality in 1886; he now pulls the office punkha. Kushtia always seems the cleanest and brightest place in the district. Kumarkhali is a village which tries to be a Municipality, and does not make a bad attempt at it. Meherpur people suffer from acute inertia and seem to prefer living in insanitary surroundings sooner than part with any of their money."

The municipal administration of the district of Murshidabad was marked by no special advance. The working of the Jessore Municipality is fairly good and that of Khulna is above the average. There was no improvement in the financial position of the Satkhira Municipality. The outstanding balance was Rs. 8,098 against a current demand of Rs. 17,407.

The Commissioner of the Division makes the following remarks:—

"There is nothing of particular interest that marks the administration of the Municipalities during the year. Increased interest was shown at the elections as would appear from the figures at the polls, but when we come to the actual working of the Boards, we notice the same apathy in the members and same slackness in the executive that have been the subject of adverse

comments year after year. In a few Municipalities party feeling played an important part in the administration, and in Nabadwip, which had already acquired considerable notoriety in this respect, the feelings grew acute, and eventually culminated in a resolution recently adopted by the required majority of the Commissioners removing their Chairman from office.

The incidence of taxation showed a slight upward tendency and so also the percentage of collections over the current demand. But larger outstandings and a smaller surplus maintained at the end of the year will be noticed almost everywhere. This shows that there has been very little change or improvement in the general conception of duty on the part of the members or of the executive. Santipur comes in for severe comments from the Magistrate of Nadia for its mismanagement, but it is hoped that the new Board recently formed will put matters straight. Debbhatta in Khulna is another that has acquired notoriety for mismanagement and, in fact, it seems to be an apology for a Municipality, and the question whether a Union Board could not take its place is under the consideration of the local officers. Attention is being given here and there to free primary education schemes, but no very marked advance was made during the year. Public health and sanitation received attention as far as possible with the funds at the disposal of the Municipalities, but no scheme of any comprehensive nature for improvement of sanitation, education or development of roads could be initiated, owing to lack of funds."

165. The following extracts are quoted from the report of the Magistrate of Faridpur on the working of Municipalities in that district:—

Dacca
Division.

"The management of the Municipalities has outwardly been smooth enough, but at Madaripur much discontent has been expressed on the score of the anomalous position in which the Municipality is placed by reason of the permanent absence of its Chairman. He has been absent for over six months, and yet no attempt has been made by the majority to secure his resignation and elect his successor..... At Faridpur, in spite of the existence of two parties, or rather the followers of two persons, there was no special difficulty in internal administration."

The insufficiency of funds for carrying out ordinary municipal works is the general characteristic of the Municipalities in the district of Faridpur. In Faridpur Municipality there are various works to undertake (e.g., improvement of the

market, better sanitation, proper maintenance of roads, provision of primary education), but these cannot now be taken in hand for want of funds. Tax on persons is levied at the rate of 1 per cent. on the annual income. This is less than the rate levied in many small towns. The District Magistrate observes that if the Commissioners are unwilling to levy a tax on holdings, they must, at any rate, increase the present rate of taxation on personal income. It is reported that the rate of assessment at Madaripur is capable of considerable augmentation without hardship.

The financial position of the Barisal Municipality is worse than it was a year ago, its arrear demands being only Rs. 459 less than that of the previous years, and even this reduction has been effected by granting remissions of almost Rs. 10,000. Patuakhali is, in parts at least, the most ill-kept of the Municipalities, while party faction has grown at Jhalakati. Pirojpur calls for no special comment and Nalchiti, though it maintains its previous good records, is showing signs of decay. The Bhola Municipality is largely make-believe and the Magistrate doubts whether a Union Board would not be an improvement.

**Chittagong
Division.**

166. The Commissioner of the Division observes:—

“The financial condition of the Chittagong Municipality is still far from satisfactory. The Cox’s Bazar Municipality continued to do work with its small income..... The completion of the tube well at Brahmanbaria marks a definite advance in the progress of the scheme for the supply of filtered water in that town. The Chandpur Municipality showed progress in all spheres of municipal activities. The Municipal Commissioners of Noakhali failed to take advantage of the general revision of assessment to place their finances on a stable basis. Their requests for assistance from Government and other quarters are numerous and persistent, while they seem oblivious of the useful dictum that they alone deserve help who help themselves.”

**Rajshahi
Division.**

167. The resources of both Rajshahi and Nator are too small for the work to be done. The roads, particularly in Nator, are being starved for want of money for repairs. The main problems of Rajshahi are water-supply and drainage. Dinajpur is reported to have been efficiently administered. In Jalpaiguri realisations were somewhat worse than in the previous year. There was no improvement either in the roads or in the sanitary condition of the town. The District Magistrate reports that the general standard of administration of the Rangpur Municipality remained at practically the same level as in the past years. The general health of the town of Gaibandha was fairly good, and the

administration of the Municipality has been satisfactory. The financial position of the Bogra Municipality is still far from satisfactory, as the deficit balance of the general fund has not yet been made up; the conservancy arrangements were on the whole fairly satisfactory and the municipal roads are not very bad. Sherpur is an old decaying town; its income is hardly sufficient to allow of any improvements in roads, sanitation, drainage, water-supply, etc. The financial position of Pabna has improved a little, but that of Sirajganj is far from satisfactory. There has been no marked improvement in the municipal administration in the district of Malda. The working of the Kurseong Municipality is reported to be satisfactory.

The Commissioner of the Division observes:—

“There has been no marked improvement in municipal administration in this division. There is still a disinclination on the part of most of the Municipalities to take steps to improve their finances and to realise in full the taxes already imposed, due partly to apathy and partly to the fear of incurring unpopularity. There are still party feuds in some which hamper all good work, and there is still a lack of active sanitary conscience which perhaps prevents them all from taking measures which will increase the amenities of life. Indications are not, however, wanting that these bodies are waking up, although slowly. Several Municipalities, e.g., Rajshahi, Pabna, English Bazar and Nawabganj, have realised that good drinking water is an essential necessity and inaugurated water-works schemes which they are doing their best to push on. Others, unable to finance such large schemes, are sinking tube wells as fast as they can. Some, again, have taken measures to extend medical relief and to combat epidemic diseases. These are encouraging signs and lead to one hope for greater improvements in every direction before long.”

168. The Minister is gratified to observe that even the Commissioner who has been most outspoken and unsparing in his criticisms of the working of Municipalities in his division nevertheless ends his report on a distinct note of optimism. There has undoubtedly been material progress in several directions, although it is slow. The increase in the number of water-works and electric light installations of recent years has been mentioned in the body of the report.

Concluding
remarks.

The complaint of lack of funds is chronic, but it must again be pointed out that most Municipalities would be better off if they took a stronger line with defaulters. It is hardly creditable to Bengal that arrears of municipal taxes have increased

more than three-fold since 1919-20. This simply means that Municipal Commissioners are punishing worthy citizens for the sins of the unworthy.

Calcutta Corporation.

Personnel.

169. Mr. J. M. Sen Gupta was elected Mayor for the third time and Mr. Unsud Dowla was elected Deputy Mayor. Mr. J. C. Mukerjea was appointed as Chief Executive Officer for three years.

Finances.

170. The revenue account of the Corporation opened with a balance of Rs. 84,25,483. The receipts during the year amounted to Rs. 2,34,06,566 and the payments to Rs. 2,19,33,039. Adjusting assets and liabilities of the previous year and taking into account those of the year under report, the income for the year amounted to Rs. 2,23,96,924 and the expenditure to Rs. 2,17,40,567. On the basis of actual receipts and payments, there was a balance of Rs. 98,99,010, of which Rs. 35,82,182 was in cash. The balance consists of stores in stock (Rs. 6,27,075) and advances (Rs. 56,89,752) including Rs. 49,38,450, being temporary advance from revenue for financing the scheme for the extension of water-supply and other capital works to be recouped on the raising of a loan. The Corporation raised no loan during the year. On the other hand, the two loans of 1917-18 for Rs. 8,12,100 and Rs. 22,54,200 were repaid on 1st December 1927 after the first ten years, in exercise of the option retained at the time of issue of the loans. Besides this, Rs. 7,012 was repaid to Government on account of the loans of the added areas.

The total indebtedness of the Corporation at the end of the year stood at Rs. 6,96,19,279, including Rs. 74,59,792 of the sterling debenture loan of £500,000 against which there was an accumulation of Rs. 1,28,80,585 in the sinking funds. The total actual liability for interest, contributions to the sinking funds and instalment towards repayment of Government loans amounted to Rs. 50,26,160 during the year.

Assessment Department.

171. As a result of general revision of assessment and the construction of new buildings, there was an increase of Rs. 23,79,962 in the assessed annual valuation of the city which stood at Rs. 9,28,34,041.

Survey Department.

172. The department prepared plans and estimates for 211 projects, involving an area of about 612 bighas of land, at an estimated cost of Rs. 81,74,409, and acquired nearly 5 bighas of land at an estimated cost of about Rs. 3,10,927.

173. The total gross demand on account of the consolidated rate including the balance outstanding at the end of the previous year was Rs. 1,78,06,422, of which Rs. 1,63,71,687 was collected, Rs. 7,04,294 cancelled on account of holdings being vacant, and demands aggregating Rs. 686 were cancelled as irrecoverable. The percentage of collection on the net current demand increased from 98·15 to 98·2.

174. The total collection during the year on account of licence taxes amounted to Rs. 19,83,343, of which about 66·5 per cent. was on account of the tax on trades and professions, Rs. 4,01,682 on account of the carriage and animals tax, and Rs. 1,89,603 was on account of the fee for the registration of carts. The total number of licences issued during the year was 74,400, and the total collection under the Licensed Warehouse and Fire Brigade Act amounted to Rs. 1,59,771.

175. There were 18,179 gas lamps in the city at the end of the year, while the number of oil and electric lamps were 889 and 2,144 respectively. The scheme for the departmental maintenance of street electric lighting throughout the city, as sanctioned by the Corporation, was given effect to during the year. The scheme for improving the lighting in Russa Road between Chowringhee Road and Hazra Road and Garden Reach Road was completed, and proposals for improving the lighting of some of the arterial roads in the northern portion of the city are under the consideration of the Corporation.

176. The average daily quantity of filtered water supplied during the year amounted to 39·4 million gallons and of unfiltered water to about 43·3 million gallons, making a total of 82·7 million gallons approximately. The supply per head was 36·4 gallons of filtered water and 47·7 gallons of unfiltered water.

In spite of the slight increase in the supply of filtered water, there was acute scarcity in Garden Reach, Kalighat, Shahnagore and Maniktolla, and the supply had to be supplemented by means of water-lorries at a heavy cost in all these areas. The supply in Garden Reach, where the situation was particularly acute, was further augmented by means of a water-boat from which reserve tanks were filled up on the river bank, and a few water-carts were also employed throughout the year. Further, to reinforce the supply, 15 additional tube wells were sunk, viz., 2 in Manicktolla, 2 in Cossipore-Chitpur, 1 in Kalighat and 10 in Garden Reach.

At Talla, the gearing of the turbine has been renewed; this has relieved the station of a great deal of strain which was

being felt on account of paucity of engine power. Another important change effected at the station was the provision of independent blow-down pipes from the boilers as required by the Boiler Commissioners.

There was a bad contamination of filtered water early in the year in Burrabazar and local chlorination of the system, free distribution of chlorogen and other measures were resorted to until the sources of contamination were traced and attended to.

At Watgunge pumping station a serious burst occurred in a 42-inch flanged pipe, and it took about a week to restore the normal supply from this station. An equally serious burst took place at Mallik Ghat in a 48-inch Y-piece at the junction of Harrison Road and Strand Road and the supply of unfiltered water in Districts I, II and III had to be entirely stopped for nearly three days.

Further progress was made with the works in connection with the water-supply extension scheme. At Pulta, the new settling tank was completed and is being charged with raw water. The installation of new pumping machinery, both at Pulta and Talla, and the construction of new engine houses at these places were completed. At Talla, the underground reservoir was completed.

**Drainage
Department**

177. During the year under review the Corporation survey work in connection with the process of decay proceeding in the Central Lake Channel, Matla, etc., has been in progress and extended. Legal action was also taken successfully against the parties who raised obstructions to tidal spill in the Salt Lakes.

The Central Lake Channel at Dhappa continues to decay and shows every indication of being entirely deprived of tidal afflux during the next twelve months.

A new powerful steam-driven centrifugal pump was installed at Palmer's Bridge and is in operation.

An extension of the Kidderpore Storm Water Drainage System which now discharges into the Boat Canal was also carried out during the past year.

**Bustee
Department.**

178. Thirty-seven new bustees were surveyed with a view to having them improved, and standard plans were prepared in respect of 31 bustee areas; 41 bighas of land were cleared of huts and $1\frac{1}{2}$ miles of bustee roads and passages were opened up; 52 connected privies and 2 bathing platforms were constructed, and 45 private streets have been improved.

Conservancy.

179. The daily average quantity of refuse dealt with was 1,379 tons, and the total expenditure on street cleansing, the incinerator, and the Municipal Railway amounted to Rs. 12,72,533. The construction of the new refuse platform at Chingrighatta is in progress.

180. The total expenditure on road repairs amounted to Rs. 9,07,498. In addition, a sum of Rs. 3,65,000 was spent in paving roads with asphaltum and Rs. 2,97,570 on minor road improvements. Roads.

181. The total number of applications submitted for sanction was 9,702 against 8,683 in the previous year. Sanction was given to 25 per cent. of the plans received in the case of masonry buildings and 42 per cent. in the case of huts. No fewer than 1,977 notices were served in respect of insecure buildings against 1,202 in the previous year. Buildings Department.

The appointment of Special Inspector at the end of 1926 for the examination of old structures has resulted in greater security and the work of inspection is proceeding in a systematic manner. In 1926, there were 58 cases of collapse of masonry buildings or portions of masonry buildings, while in 1927 the total was only 8.

182. The total number of births registered during the year in the city, including added areas, was 16,740, or 15·5 per mille. This shows a slight fall both for Calcutta proper and for the added areas as compared with the figures for the previous year. The death rate was 34·1 per mille as against 34·7 in the previous year. There was an increase in the mortality rates from cholera, small-pox, enteric and tuberculosis, while there was a fall in the figures for measles, malaria, kala-azar, other fevers, dysentery and diarrhoea, respiratory diseases and influenza. There were outbreaks of epidemics of cholera and small-pox in the city which were responsible for 2,171 and 2,860 deaths with death rates of 2·1 and 2·6 per mille respectively. There was only 1 case of plague in the city during the year under review. Deaths amongst infants under one year numbered 5,687, giving a rate of 339·7 per thousand registered births, which is below the rate of 372 per thousand of the previous year. Health Department.

The Lady Health Visitors and midwives employed by the Corporation continued to do excellent work. They delivered 5,280 cases and removed 153 difficult cases of labour to hospitals. Excluding still-births, the rate of infantile mortality amongst cases attended by the Corporation midwives during the first ten days was only 23 per thousand, while the general infantile

mortality rate within the first week in the city was 118·3 per thousand. There were only 12 maternal deaths among the women delivered by the Corporation staff.

Food
inspection.

183. The total number of samples of foodstuffs of all kinds analysed during the year was 5,245, of which 1,174 were found to be adulterated. Two hundred and forty-nine out of 950 samples of milk, 276 out of 1,065 samples of ghee, 318 out of 1,109 samples of mustard oil, 49 out of 104 samples of sago, 2 out of 8 samples of cornflour and 209 out of 828 samples of sweetmeats were found adulterated. The total number of prosecutions instituted during the year was 2,091 and the fines imposed amounted to Rs. 36,266.

Markets.

184. The total revenue from the five markets in 1927-28 amounted to Rs. 12,08,607 against Rs. 11,77,301 in the preceding year. There was an increase in revenue of Rs. 31,306. The work of construction of new blocks in Korabardar Lane (South) was completed and schemes for extending the ranges in Korabardar Lane (North) were pending sanction when the year closed.

Education.

185. The total amount of expenditure incurred by the Corporation for educational purposes of all kinds amounted to Rs. 6,25,361 as against Rs. 4,46,018 in the previous year. At the end of the year there were 183 schools with 23,063 pupils against 139 schools and 16,649 pupils in the previous year.

Of the total number of pupils, 14,946 were boys and 8,117 girls as compared with 10,695 boys and 5,954 girls at the end of the previous year. Of the total number of schools, 15 were part-time and were held in the morning while 168 were day schools, the corresponding figures of the preceding year being 19 and 120 respectively. During the year 1 Model School was started in Ward 27. A Training School for Teachers was started in Ward 10. At the close of the year there were 718 teachers in all the Corporation schools, of whom 493 were males and 225 females.

Calcutta Improvement Trust.

[Report on the Operations of the Calcutta Improvement Trust, 1927-28.]

Improvement
schemes.

186. No new improvement scheme was sanctioned during the year, but six street alignment schemes, of which three are for the improvement of Maniktala, were sanctioned by Government, and Improvement Scheme No. VII-H (Central Avenue-Beadon

Street to Grey Street) was published for public criticism. On the other hand, Improvement Scheme No. I for Burrabazar was cancelled, as the Trust is at present not in a position to take it up.

The roads in connection with Improvement Schemes Nos. VIII (Park Street Extension), VIII-A (Outer Park Street), and XVII (Chattawala Gullee) and the main road between Central Avenue and Cornwallis Street with side roads and a small park were handed over to the Corporation. Considerable progress was made with Improvement Scheme No. XV (Main Sewer Road from Chetla to Ballygunge Railway Station). This scheme has three sections, of which Section C was completed and handed over to the Corporation during the year. The extension of the tramways from Russa Road South along Ballygunge Avenue to Ballygunge Railway Station, which forms a part of this scheme, was opened after the close of the year. The new 60-foot road between Dharamtalla Street and Corporation Street (Scheme No. XX) was nearly completed. A portion of the widening immediately to the south of the Howrah Bridge was completed during the year, with the result that the traffic congestion at the bottom of the bridge has been considerably relieved.

187. Further rehousing schemes were not undertaken by the Trust during the year, but special facilities were offered to dis- Rehousing
schemes.
housed persons for purchasing land for reinstatement purposes. The number of persons so rehoused during the year was 191. In 1922-23, 39 houses were erected by the Trust in Karbala Tank Lane to be let temporarily to persons displaced by improvement schemes while they were building new houses for themselves. As there was no demand for them and they were deteriorating, the Board decided to sell them off. They were all disposed of by the end of the year. On the other hand, the 132 suites constructed in Bow Street for rehousing Anglo-Indians were fully occupied and yielded an income of Rs. 45,326. An income of Rs. 15,876 was also derived from the workmen's dwellings on Wards Institution Street which have 252 lettable rooms. The health of the inmates in these dwellings is reported to be satisfactory.

188. The layout of the Amherst Street Park and of the Monoharpukur Road Park was completed; and the park near Nepal Bhattacharjee's Street, Kalighat, was nearing completion. Two parks, viz., one in Maniktala Spur and the other on the south of the Kalighat Tram Depôt, were taken over by the Corporation. The lake, south of Lake Road, was completed, Open spaces.

with the exception of the small eastern extension approved by the Board at the end of the year. The road surrounding the lake has been put in order. This helped to attract motorists and the public generally in good numbers.

Finance.

189. Income from the duty on transfer of property amounted to Rs. 4,86,471 as compared with Rs. 5,15,148 in the previous year. The terminal tax (Rs. 2,35,824) showed an increase of Rs. 25,000 and the duty levied on jute rose from Rs. 10,84,736 to Rs. 12,53,835. The municipal contribution was Rs. 17½ lakhs as against Rs. 17 lakhs in the previous year. Temporary lettings of undemolished holdings fetched rents amounting to Rs. 1½ lakhs and about Rs. 1½ lakhs were realised from exemption fees. The sale of lands and buildings amounted to about Rs. 28½ lakhs against Rs. 27¾ lakhs in the previous year. A sum of Rs. 14½ lakhs was spent on engineering works. The total income and expenditure under the capital account were Rs. 30 lakhs and Rs. 56½ lakhs, respectively, and those under the revenue account amounted to a little more than Rs. 48¾ lakhs and Rs. 28¾ lakhs.

District Boards.

[Reports of the Commissioners of Divisions on the working of District Boards in Bengal during the year 1927-28.]

District Boards.

190. The total number of members during the year remained the same as in the previous year, viz., 683, and the percentage of elected members was 62·3. The Darjeeling District Board is the only one that has a Chairman appointed by Government. The privilege of electing its own Chairman has been restored to the Midnapore District Board. The number of meetings held during the year was 418, of which 3 proved abortive for want of a quorum. None of the District Boards except Darjeeling held less than 12 meetings during the year. Generally speaking, the members showed interest in the affairs of the Boards and worked harmoniously with their non-official Chairmen.

Local Boards.

191. There were 82 Local Boards as in the previous year, and out of them 4 were presided over by non-official Chairmen appointed by Government, another 4 by elected official Chairmen, and the rest by elected non-official Chairmen. The total number of members was 1,339 against 1,335 in the previous year. The increase was due to the addition of 1 member to the Manikganj Local Board in the Dacca district and of 3 to the Sadar Local

Board of Bakarganj. Of the total number of members 863 were elected. The Local Boards held 817 meetings, of which 17 proved abortive for want of a quorum. The question of the future of Local Boards is still under consideration.

192. Receipts amounted to Rs. 145·5 lakhs against Rs. 138·75 lakhs in the preceding year, the increase being mainly due to larger receipts under the heads "Education," "Civil works," "Medical" and "Local rates." Under the sub-head "Tolls on ferries and roads" under "Civil works," receipts increased by Rs. 1 lakh, largely as a result of the transfer of provincial ferries to District Boards at the beginning of the year. Receipts declined appreciably under the heads "Police" and "Miscellaneous." Disbursements rose from Rs. 141·2 lakhs to Rs. 149·2 lakhs. The increase was chiefly due to larger expenditure on "Medical," "Debt" and "Education." Outlay on "Civil works" fell by Rs. 2 lakhs. The closing balance amounted to Rs. 31 lakhs (of which Rs. 16 lakhs were in cash) against Rs. 34·68 lakhs in the previous year.

Finance of
District Boards.

193. The average incidence of cess throughout the Presidency was 2 annas 10 pies a year per head of population, varying in different districts from 1 anna to 7 annas 7 pies.

Taxation.

194. Expenditure rose by Rs. 2·3 lakhs to Rs. 35 lakhs, of which Government contributed Rs. 21·6 lakhs, while other contributions, school fees and miscellaneous receipts amounted to Rs. 4,821, Rs. 44,155 and Rs. 29,486 respectively. District Boards from their own funds contributed Rs. 12·6 lakhs against Rs. 13·8 lakhs in the previous year.

Education.

The number of Upper and Lower Primary Schools maintained and aided by District Boards rose from 43,701 to 46,416, of which 34,566 were boys' schools and 11,850 girls' schools. The number of pupils attending these schools was boys 1,248,500 and girls 307,841, against 1,164,738 and 280,668 respectively in the previous year.

Union Boards continued to maintain free Primary Schools on the lines suggested by Mr. Biss, but the Palong Union Board in the Faridpur district abandoned the Free Primary School Scheme and similar schools in the Kabirajpur Union of the same district were also abolished. The Primary Schools in Burdwan continued to be under the management and control of the Union Boards, excepting those of the Asansol subdivision and of the jungle mahals in the Sadar subdivision

where there are no Union Boards. In Howrah district the management of three Upper Primary Schools, six Lower Primary Schools and one girls' school were transferred to the control of the Union Boards, and the aided Primary Schools situated within ten of the Unions were transferred to the respective Union Boards along with the grants allotted to the schools in the budget. In addition to these, six Primary Schools started in this district under the Griffith Scheme were maintained during the year at a cost of Rs. 100 each per mensem, one half of which was contributed by Government and the other half by the respective Union Boards. The cost of construction of new buildings and of equipment was also paid by Government and the Union Boards in equal shares. Twenty-two free Primary Schools started in the previous year were maintained by the 24-Parganas District Board, and the opening of 40 more such schools was under the consideration of the Board. In Jessore, 1 Lower Primary School was started by the Muchis of Kagmari in the Jhikargacha thana; the children are taught by Hindu teachers of the higher castes, which is said to be an unusual thing in those parts. Technical and industrial education continued to receive attention. The District Board of Nadia accepted a proposal for the establishment of a peripatetic weaving school on payment of a contribution of Rs. 150, and has further accepted an annual liability of Rs. 300 for the establishment of a permanent district weaving school at Santipur in collaboration with the Santipur Municipality. The newly started theoretical industrial class in the Kashi Kishore Technical School maintained by the Mymensingh District Board is reported not to have been popular. A peripatetic weaving school was established at Sibpur, which is a very important weaving centre in the Sadar subdivision of the Pabna district. The Howrah District Board increased its expenditure on the encouragement of hand-spinning in Middle Schools. With a view to improve the physique of boys, the District Board of Midnapore appointed during the year, as an experimental measure, a Physical Instructor to train the pupils of the Board's schools as well as those of aided Middle and Primary Schools in the methods of physical culture. With the same object, the Bankura District Board started a school of physical culture which was placed under the management of a joint committee composed of District Board Members and Commissioners of the Bankura Municipality.

Medical relief
and public
health.

195. The expenditure under these heads increased appreciably and aggregated Rs. 26·1 lakhs against 21·7 lakhs in the previous year. The increase is in part due to the Government grants towards the rural public health organisation which came

into being during the year under report. Twelve new dispensaries were opened during the year, and the total number of dispensaries maintained and aided were 520 and 357, respectively, against 508 and 346, respectively, in the previous year. Dispensaries were also maintained by some Union Boards. There were also 8 dispensaries subsidised by the District Board of Khulna. Medical relief was as usual provided primarily through these allopathic dispensaries and also to a small extent through homeopathic, aurvédic and hakimi dispensaries maintained or subsidised by District Boards. During epidemics of fever, cholera and small-pox additional centres were opened under trained doctors, and itinerant doctors were also engaged for the distribution of medicine and the treatment of cases. The co-operative dispensary at Munshirhat in the district of Howrah run by five group societies was visited by the members of the Public Health Commission deputed by the League of Nations. The visitors are said to have approved of the work done. As in the previous year, Co-operative Societies and Health Associations did useful work and undertook the treatment of, and initiated preventive measures against, kala-azar and malaria. The extensive propaganda work undertaken in connection with kala-azar has checked the growth of the disease considerably. In the 24 Parganas the District Board's campaign against the disease met with a large measure of success, and the practical eradication of this scourge is said to be almost within sight. In Nadia the Vice-Chairman of the District Board conducted a travelling public health and veterinary exhibition round the district.

Mr. Durno, the District Magistrate, remarks that a simple exhibition of this nature by going round to the homes of the villagers does more practical good than an elaborate one held at a fixed centre and has also the advantage of being cheaper. Under the recent Rural Public Health Organisation Scheme, each rural thana is to have a public health staff engaged on preventive and propaganda work, and the whole cost of the staff is to be met from provincial funds. Such organisations are already working in approximately half the thanas in the rural areas of the province, and it is expected that the establishment of these public health centres in all the thanas of the province will be complete by the beginning of 1930-31. Much valuable work is expected from the organisation when it is in full working order. A good beginning has already been made, and it is hoped that this bold step towards tackling the very difficult problem of rural health in Bengal will soon come to be appreciated.

Both cholera and small-pox broke out in epidemic form in several districts. Prompt and effective measures were taken

by the District Boards to cope with these outbreaks. Inoculation with anti-cholera vaccine and disinfection of sources of water-supply checked the spread of the disease in many places within a very short time. Measures were taken to push on intensive vaccination. Vaccination and revaccination were thoroughly carried out in Pabna under the gang system, and the number of successful vaccinations aggregated 212,750. During the year the Government vaccination inspecting staff was transferred to the control of District Boards.

More attention was paid to maternity and child-welfare work and several District Boards opened *dai* training centres and held baby shows. In the Jalpaiguri district a promising start was made with *dai* training classes and attempts are being made to interest tea garden managers in the organisation of such classes in the tea garden areas.

The Bankura District Board made special arrangements for free treatment of lepers. Two more leprosy clinics were opened during the year and placed under the charge of doctors specially trained in Calcutta in Dr. Muir's method of treatment. The doctors were also required to do survey and propaganda work, taking a census of lepers, collecting data and instructing the people.

Veterinary.

196. The charges under this head slightly increased from Rs. 2,09,146 to Rs. 2,17,415, the increase being shared by 12 District Boards and notably by those of Burdwan, Bakarganj, Pabna, Darjeeling and Rangpur. Expenditure decreased in 14 districts, the fall being most marked in Nadia, Chittagong, Midnapore, Rajshahi and Dinajpur. Cattle disease broke out in the Burdwan, Bankura, Murshidabad, Khulna, Mymensingh, Faridpur, Bakarganj, Tippera, Bogra and Malda districts, and prompt measures were taken by the District Boards to inoculate the cattle in the affected areas. Nine hundred and eighty-four animals against 2,802 in the previous year are reported to have died from contagious disease in Bakarganj. The Nadia District Board organised cattle shows and veterinary lectures on cattle welfare by means of a touring health exhibition. The Bankura District Board, in addition to the 2 itinerant Veterinary Assistants maintained by it, engaged a Veterinary Propaganda Officer to instruct the villagers in matters affecting improvement and treatment of cattle and also to help the regular itinerant officers in times of need. The Dinajpur District Board, on the other hand, did away with the services of the 4th Veterinary Assistant Surgeon entertained in the previous year.

197. The total expenditure under this head, which includes sums spent on water-supply and drainage fell from Rs. 64·81 lakhs to Rs. 62·8 lakhs. The principal items of expenditure under this head are "Buildings," "Communications," "Water-supply" and "Establishment." Expenditure on the last two items slightly increased, while that on "Buildings" and "Communications" decreased by Rs. 1,50,000 and Rs. 64,000 respectively. The outlay on original works under "Water-supply" showed an increase of Rs. 71,000, but the cost of repairs decreased by Rs. 9,000, while in the case of "Communications" capital expenditure fell by Rs. 1·14 lakhs and maintenance charges rose by Rs. 50,000. District Boards were, perhaps, well advised in adopting a more conservative policy in this respect.

The mileage of metalled and unmetalled roads was 2,545 and 15,792 against 2,513 and 15,447 of the previous year.

As pointed out in last year's report, the increasing use of motor vehicles in the mufassal made it very difficult for District Boards to maintain their roads in proper condition. The roads are in consequence rapidly deteriorating, and it is recognised that unless additional funds are made available to District Boards, the condition of the roads will be most deplorable. The Road Development Committee referred to in the last year's report submitted its report to the Government of India recently, making comprehensive recommendations about methods by which schemes of road improvement may be financed out of the proceeds of new central and provincial taxes. Local Governments have been asked to express their views on these recommendations, and the Government of Bengal have them under consideration. If the District Boards wish to protect their roads from undue wear and tear, they can adopt the model by-laws framed by Government, empowering them to close specified roads and bridges to all motor vehicles or to motor vehicles over a certain weight.

The income (Rs. 13,144) of District Boards from road-side trees showed a slight decline, while expenditure fell by Rs. 5,000 to Rs. 20,704. The number of trees planted during the year also decreased from 9,165 to 3,265. District Boards, in general, show no sign of taking a long view in this matter. Timbers and fruit trees are ultimately remunerative, and to plant them may be a good investment. Another point which indicates indifference is the unwillingness of District Board to depute overseers, sub-overseers or road sarkars for courses of training in the

classes for arboriculture held by the Curator of the Royal Botanic Garden at Sibpur. The Curator's report on the class held during 1928 shows that none of the officers trained in it came from any of the District Boards in this province.

The percentage of total lapses to the total budget allotment increased, specially in the Nadia (20·8), Faridpur (15·3) and Murshidabad (9·7) districts. The percentage, though still high, decreased in Burdwan (12·47) and the 24-Parganas (13·2). The large lapse in Nadia was partially due to the preoccupation of some of the subordinate engineering staff with famine test works towards the end of the year and that in the 24-Parganas was due to the fact that some works provided for in the budget could not be taken up as land acquisition proceedings were not complete in some cases and preliminaries could not be finished within the year. The high percentage in Burdwan is attributed to the fact that there was a partial suspension of civil works payments during the latter part of the year, necessitated by lack of funds and the low balance at the close of November 1927. The lapses at Faridpur and Murshidabad have not been explained. There was a marked decline in the lapses in Jessore, Pabna, Darjeeling, Noakhali and Bankura, while in Chittagong, Rajshahi and Malda the expenditure exceeded the budget allotments.

Water-supply.

198. Expenditure on water-supply rose from Rs. 8·62 lakhs to Rs. 9·25 lakhs. Many of the Board displayed much activity in this respect. Interesting features of the divisional reports are the following:—

The Hooghly District Board sank 199 tube wells, bringing the total number of such wells in the district to 362. It is reported that tube wells have proved a great success in this district. In the 24-Parganas the sinking of 150 tube wells, excavation of 5 tanks, re-excavation of 25 tanks and 2 masonry wells were completed and in addition a good number of tube wells were sunk by Union Boards. The total number of tube wells in this district came to 841 and the Board maintained a staff consisting of 1 Inspector, 1 mechanic and 5 mistries to look after them. In Faridpur 3 sets of apparatus for sinking tube wells were purchased and mistries were trained. During the latter half of the year, about 50 tube wells were sunk in different localities at a cost much below what contractors charge for similar work. The water of these wells is very much used and appreciated and as soon as 1 tube was sunk there came a rush of demands and the Union Board and villagers came forward to

contribute liberally. One particularly noticeable effect of the tube wells was that the localities which they served remained immune from epidemics which were raging throughout the district. In view of the large demand for tube wells, the District Board contemplated an increase in the number of trained mistries. The Noakhali District Board adopted a scheme for granting loans without interest to private owners for the improvement of selected tanks, the loans to be recovered in 10 annual instalments; and the Chittagong District Board resolved to undertake the re-excavation of private tanks on the owners bearing a portion of the cost and executing agreements to allow access to the public.

In view of the impossibility of providing sources of pure drinking water in rural areas out of sums which Government and local bodies can spare out of current income and in pursuance of the principle that the cost of works of a more or less permanent nature should be spread over a series of years. Government enunciated a loan policy for rural water-supply in their circular No. 103-07-T.—P. H., dated the 28th May 1928. The principal features of this scheme are that District Boards should take loan from Government for improvement of water-supply in the villages and that the annual Government grant of Rs. 2½ lakhs, instead of being for five years only, should be made permanent and should be used in reducing the amount of interest which District Boards have to pay on the loans taken for this purpose. This policy was approved at a conference of District Board representatives held in December 1927, and in the course of 1928 the District Boards were asked to prepare a full programme of work, to be financed from loan funds. It is hoped that Government will be able to meet the requirements of those Boards which put forward well-considered schemes of water-supply. Some misunderstanding was caused by a remark in the abovementioned circular to the effect that the money to be borrowed by District Boards would not be available for the provision of small and shortlived tube wells. This was construed in some quarters as a condemnation of the tube well as a source of rural water-supply; this impression was entirely wrong. The Minister has noted with gratification the popularity and success of tube wells in certain districts, e.g., those mentioned earlier in this paragraph, and equally with his predecessor he would like to see such wells multiplied in areas to which they are suited. All that the circular was intended to convey was that loans intended to have a currency of 20 or 25 years could not with any financial propriety be used to provide the cost of works not likely to last for anything like that period. The cost of small tube wells is within the means

village communities and of Union Boards and, in order to provide them, it is hardly necessary to resort to the cumbrous machinery of a Government loan.

Apart from this consideration, there is no reason why the cost of such wells should not be met from short term loans, the period of repayment being calculated on the probable life of the work; and Government are accordingly willing to lend money to District Boards, so far as the state of the provincial balances or of their borrowing powers permit, in order to enable those bodies in turn to lend out money to Union Board in furtherance of sound schemes of water-supply through tube wells.

Closing
balance.

199. The year closed with an actual balance of Rs. 16 lakhs against Rs. 17·8 lakhs of the previous year. The District Boards of Dacca (Rs. 2·54 lakhs), Tippera (Rs. 1·76 lakhs), Midnapore (Rs. 1·7 lakhs) and Burdwan (Rs. 1·46 lakhs) had heavy balances. Of the accumulation in Dacca Rs. 81,000 represented the actual balance and Rs. 1,21,000 the value of uncashed cheques, while an allotment of Rs. 38,000 for construction of dispensary buildings and school houses could not be utilised. The large balance in Tippera is explained by the fact that it includes the loan of Rs. 1 lakh received by the Board from Government on the closing day of the year for the improvement of roads and construction of bridges; and that in Burdwan was due partly to the fact that a donation of Rs. 30,000 towards the cost of road work and a Government contribution of Rs. 10,000 towards equipment of the Mechanical Class of the Technical School could not be expended before the close of the year. No explanation has been furnished for the large balance in Midnapore.

General
remarks.

200. On the whole, the reports received from the Commissioners record a successful year's working, although special difficulties due to short rainfall and scarcity had to be faced in several districts. The District Boards of Birbhum, Nadia, Khulna, Murshidabad and Dinajpur all co-operated whole-heartedly and successfully with the District Officers in coping with the scarcity that prevailed. Nadia had a special difficulty inasmuch as the increased income due to the cess revaluation was much less than had been anticipated when the budget was framed, but the work of this Board and of its Chairman and Vice-Chairman came in for special praise from the District Magistrate. The Burdwan District Board was successfully administered, in spite of the dwindling income due to depression in the coal mining industry. The 24-Parganas District Board is now reported to be working smoothly, but the Chairman remarks that "the

public is as apathetic as before and the spirit of self-help appears to be dead in them. They seem to think that outside agencies, viz., Government and District Board, will do everything for them." Regarding the Bankura District Board, Mr. Cook, the Commissioner, remarks:—

"I regret to say that this Board has been found extremely difficult to work with, and this drawback has been all the more felt as there was considerable distress in part of the district, which necessitated more than the usual amount of contact with it. It was only with the greatest of difficulty that the Board could be induced to meet the cost of test works while arrangements were being made for advances from Government, nor would the Board admit that some responsibility rested with them in meeting the situation. Latterly, there is reason to believe that famine rates have not been adhered to in paying labourers. It is hardly too much to say that some of the Board's doings were intentionally done to flout Government. That its policy was avowedly Swaraj goes without saying, with the result that large grants were given to institutions professing that creed. In fact, the method of disposing of most items of the Board's business is said to be decided in a meeting of the Congress Committee before they are put to the Board."

Mr. Goode, the District Magistrate of Midnapore, while criticising the policy of the Midnapore District Board in certain respects, goes on to say:—

"But in spite of these criticisms, I think there has been recently more steady and sober recognition by the Board of its responsibilities to the public than the records of the last few years suggest. I have found a readiness on the part of the Board to co-operate with Government officers, and my thanks are due to the Chairman for the courteous consideration which my suggestions in matters affecting the administration of the Board have invariably received. Party politics still unfortunately carry too much in the management of local affairs, and the Board's policy is often given a twist which does not conduce to good administration, but I believe that the Swarajist Board of Midnapore has done much sound, steady work in the past year and that its dependence on the electorate for a continuance of its power which has to a large extent dictated its policy—in its prudent use as well as its abuse of power—has to some extent produced in the minds of the people some realisation of the elector's responsibility, and I think there are signs of a growing sense on the part of the people—which are all to the good—that they have it in their power to demand a reckoning from unfaithful or inefficient representatives."

The reports do not indicate that party politics entered into the administration of any other District Board, possibly because, as remarked by *Forward* in a leading article of 4th January 1929, "it is notorious that many of those who have got into local bodies on the Congress ticket have either no politics or have politics of a sane type."

Complaints of lack of funds are as loud and as well founded as ever. It is the general opinion that taxes on vehicles kept in rural areas are overdue, and some think that these should take the form of tolls on roads, otherwise no District Board has put forward any proposal for fresh taxation, in spite of the hint given in last year's report. Nevertheless, the Minister thinks that the next decade should bring about considerable improvement of conditions in the rural areas of Bengal. The Primary Education Bill, if it becomes law, should in time banish illiteracy, while in the rural public health organisation, the cost of which is provided by Government, District Boards have an instrument, which, if properly used, should enable them to stamp out cholera and small-pox, and possibly also to lessen the incidence of malaria. The introduction of taxes on vehicles, the proceeds thereof being earmarked for road development, should in time bring about a marked improvement in the communications of the countryside and should thereby facilitate the marketing of agricultural produce, while Union Boards provide a network of authorities which can pay closer attention to the villagers' needs than a remote and overburdened District or Local Board can pay; the establishment of new Union Boards which use their powers of taxation is, moreover, by an almost automatic process, progressively increasing the amount of money available for improvement of rural conditions.

Marine Department.

Port of Calcutta.

201. Progress of work on the King George's Dock, which was nearing completion, was continued.

202. The reorganisation of the Bengal Pilot Service came into force with effect from the 1st March 1928. As a result, the Pilots, excluding the Leadsman Apprentices, were placed on a time-scale of pay in lieu of the previous system of payment by a percentage of pilotage fees. The strength of the service was also reduced from 58 to 50 Pilots and from 16 to 12 Leadsman Apprentices. As a part of the scheme a new appointment

of Deputy Port Officer (Pilotage) was created with effect from the above date, mainly to assist the Port Officer, Calcutta, in the matter of the pilotage administration of the port. With effect from the same date the pilotage fees were increased by 15 per cent., with a view to balancing the receipts and expenditure on account of the pilotage service of the port.

Port of Chittagong.

203. The port of Chittagong was declared to be a major port. The Chittagong Port (Amendment) Act, 1928, which transferred the power of control of the administration of the Port Trust from the Local Government to the Government of India, came into force from the 1st April 1928. From that date the Chittagong Port Trust came under the direct administrative control of the Government of India.

The Calcutta Port Trust.

204. The condition of the navigable channels was on the whole satisfactory. There was, however, a serious deterioration in respect to depth at Sankral Bight in spite of extensive dredging operations. As a result of a collision, the S.S. *Calcutta* sank on the tail of the Fulda Sand on the 29th August 1927 and the wreck had the effect of reducing the width of the navigable channel from 600 feet to 400 feet. Demolition operations were carried out.

Port and port
approaches.

205. The year was a record one, both as regards the total tonnage of ships entering the port and the total quantity of goods handled at the jetties and the docks. The aggregate net tonnage of ships entering the port was 4,638,569, an increase of about 11 per cent. over that of the previous year. The total quantity of goods handled by the Commissioners at the jetties and the docks amounted to 6,143,098 tons, an increase of 14 per cent. over last year's figures; while the total tonnage handled, including goods discharged overside into river boats, petroleum landed at Budge-Budge, and goods shipped overside from river boats, and goods handled at the docks and jetties was 10,439,012 tons, against 9,220,207 tons in 1926-27.

Trade.

206. The year was financially also a very successful one. The opening balance was Rs. 5,60,276-13-5 and the receipts during the year amounted to Rs. 3,38,82,124. The expenditure on Revenue account was Rs. 3,02,46,409 and the surplus on the

Revenue.

year's working Rs. 36,35,715. From the surplus, an appropriation of Rs. 16,00,000 was made to Revenue Reserve and Fire Insurance Fund.

Capital.

207. The opening balance on capital account on the 1st April 1927 was Rs. 72,87,770 and during the year a 5 per cent. loan for Rs. 150 lakhs was issued, the net proceeds from which amounted to Rs. 1,45,87,500. The total expenditure on works in progress was Rs. 1,77,68,431, including an expenditure of Rs. 141 lakhs on King George's Dock. The closing balance on the 31st March 1928 was Rs. 36,71,972.

General matters.

208. The year was, however, an unfortunate one in that there were several strikes. The Assistant Harbour Masters, the jetty monthly coolies (on two occasions), the dock lascars, the crews of the anchor vessels, heave-up boats, hauser boats, port launches, dock tugs, port dredgers and the tug *Rescue* and the subordinate staff at the Kidderpore Docks were all implicated in strikes during the year.

Howrah Bridge.

209. The year opened with a credit balance on revenue account of Rs. 1,64,135. The income for the year amounted to Rs. 4,32,628 and the ordinary expenditure to Rs. 3,70,435, giving a surplus of Rs. 62,193. The year's revenue was, however, debited with the special expenditure of Rs. 2,58,257 on new girders for the bridge, with the result that the year closed with a debit balance.

During the year the bridge was opened on 293 occasions, of which 51 were day and 242 were night openings.

Pilotage of the Port and Survey of Vessels.

Bengal Pilot Service.

210. The reorganisation of the Bengal Pilot Service came into force with effect from the 1st March 1928. As a result the Pilots, excluding the Leadsman Apprentices, were placed on a time-scale of pay in lieu of the previous system of payment by a percentage of pilotage fees. They were also admitted to the benefits of overseas pay and passages allowance. The strength of the service was reduced from 58 to 50 Pilots and from 16 to 12 Leadsman Apprentices. As a part of the scheme, a new appointment of Deputy Port Officer (Pilotage) was created with effect from the above date, mainly to assist the Port Officer, Calcutta, in the matter of the pilotage administration of the

port. With effect from the same date the pilotage fees were increased by 15 per cent., with a view to balancing the receipts and expenditure on account of the pilotage service of the port.

At the end of the year there were 62 Pilots in the list, inclusive of 10 Leadsman Apprentices. Eight Leadsman Apprentices were appointed during the year. Two Pilots retired and one Leadsman Apprentice was removed from the service.

211. The number of vessels piloted inwards and outwards was 1,418 and 1,422, respectively, against 1,276 and 1,282 in the previous year. Eight vessels were detained at the Sand-heads during the year for want of Pilots against nil in the previous year. Vessels piloted.

212. The number of vessels surveyed during the year was 518, excluding Government vessels, and the fees realised were Rs. 63,447. The number of survey certificates issued was 421. Survey.

Shipping Offices, Calcutta and Kidderpore.

213. The receipts of the Shipping Offices amounted to Rs. 1,50,323 and the expenditure to Rs. 1,02,265 against Rs. 1,44,297 and Rs. 95,294 in the preceding year. Finance.

214. The number of seamen of all nationalities shipped and discharged by the Shipping Offices during the year was 55,356 and 50,023 respectively. The number of seamen shipped and discharged by different Consulates was 2,933 and 2,604, respectively, making a total of 58,289 seamen shipped and 52,627 discharged against the totals of 59,361 and 52,836, respectively, in the previous year. Seamen shipped and discharged.

Chittagong Port Trust.

215. The ordinary income of the Port Trust amounted to Rs. 9,55,546 against Rs. 6,77,404 in the previous year. The ordinary expenditure was Rs. 4,98,569 against Rs. 5,59,303. Finance.

216. The total value of the trade of the port during the year was Rs. 18,33,18,598 against Rs. 14,18,31,963 in the previous year, or an increase of 29 per cent. over the value of the trade of the year 1926-27. The total value of foreign trade was Rs. 11,51.96 lakhs against Rs. 9,39.7 lakhs in the preceding year, or an increase of 22.58 per cent. The rise in foreign trade was due to increased importation of railway materials, iron or steel, salt and machinery and millwork and to larger export of jute and tea. Trade.

Shipping.

217. The total number of vessels entering the port was 865, comprised of 289 ocean-going steamers, 571 inland steamers and 5 sailing vessels with a total gross tonnage of 1,027,568 tons against a total of 796 vessels with a gross tonnage of 802,557 tons in the previous year. The total number that left was 863 vessels, i.e., 288 ocean-going steamers, 570 inland steamers and 5 sailing vessels with a total gross tonnage of 1,018,194 tons.

Survey.

218. The number of vessels surveyed and the number of certificates issued during the year were 113 and 90 respectively.

Shipping Office, Chittagong.

Finance.

219. The receipts of the Shipping Office, Chittagong, amounted to Rs. 1,042 and the expenditure to Rs. 1,449 against Rs. 973 and Rs. 1,332 in the preceding year.

Seamen shipped
and discharged.

220. The number of seamen of all nationalities shipped and discharged was 175 and 561, respectively, against 223 and 504 in the previous year.

CHAPTER IV.—PRODUCTION AND DISTRIBUTION.

Agriculture.

[Report on the operations of the Department of Agriculture, Bengal,
for the year 1927-28.]

221. Mr. R. S. Finlow, Director of Agriculture, held charge Administration. of his office throughout the year.

222. The scheme for an Agricultural Institute is still far off realisation owing to want of funds. The Royal Commission on Agriculture have recommended such a scheme and their recommendations are now under consideration. Agricultural education.

The secondary agricultural school at Dacca was far from full. There were only 12 students in the first year, of whom 4 left during the session. The training of teachers in connection with the introduction of teaching on agricultural subjects in high English and middle English schools began at this school towards the close of the year under report. It is intended to admit 15 such teachers each year, and the course will last for two years. The Royal Commission on Agriculture recommend this which is known as the "Punjab" system of education, i.e., the ordinary curriculum combined with arrangements to give it an agricultural bias, in preference to the purely vocational system to which Loni in Bombay has given its name.

Success continues to attend the primary schools which have been opened at Amriti, Piasbari and Kumarpur in connection with the sericultural nurseries.

223. Work progressed on much the same lines as in the previous year both at the Central Research Station at Dacca and at the different district farms where attention is devoted to local problems, while the research students of Dacca University undertook the investigation of certain problems which were referred to them. Research and experiment.

Dr. G. P. Hector's work on rice continues, and he has evolved some promising strains by crossing early and late transplanted rices, one in particular being mentioned which, ripening on 6th November, yielded 39 maunds to the acre. The work of popularising the departmental paddies seems to be making really satisfactory progress.

Attention continues to be given to fodder crops. There is a type of *bajra* under investigation which promises to oust even Japanese millet. The preparation and use of artificial

farmyard manure was extended to nearly all the farms. Dacca Central Farm made 6,000 maunds of artificial farmyard manure, as against 3,000 maunds last year, and most farms increased their output.

As regards sugarcane, the popularity of C. O. 213 increased and out of 750,000 cuttings distributed, 650,000 were of that variety.

**Agricultural
stations and
farms.**

224. The farms at Dinajpur, Malda and Mainaguri have come practically into full working order. At Rangamati reclamation is not yet completed. Work is in progress on the buildings and on reclamation at the Krishnagar Farm. There are great possibilities at the latter place, where the whole of the great area of the "Company Bagan" has been handed over to the Agriculture Department.

With the assistance of Rai A. K. Mukherjee Bahadur, the then Subdivisional Officer of Rajbari in Faridpur district, the local inhabitants collected a sum of Rs. 2,200 for the establishment of a small demonstration farm.

After the close of the year the Kalimpong Farm came under the control of the department, though the Homes and their founder will still continue to be closely connected with it.

An experiment is going on in Faridpur which was initiated by Mr. Burrows, lately Collector of that district, aided by the District Agricultural Officer, whereby *bhadralok* lads, after training on the Faridpur Farm, are to be settled on plots of khasmahal land.

**Seed
distribution.**

225. Two thousand and sixty-nine maunds of guaranteed departmental jute seed, the whole amount raised, were sold as against 3,708 in the previous year. As before, the Indian Jute Mills Association guaranteed the loss, if any, which might fall on the Government selling agent through not being able to see the whole of the amount raised, but they were not called upon to fulfil their guarantee. The reason for the smaller quantity produced was that in the previous year the selling agent was left with some quantity on his hands. The producers, therefore, were asked to produce less, and this reduced amount became still less owing to an unfavourable season.

Two hundred paddy seed farms were in operation during the year. There were 270 in the previous year, and it has been found necessary to curtail the number to ensure more satisfactory working. Orders for 5,265 maunds of seed paddy were received, of which nearly 5,000 maunds were supplied, 74 per

cent. of this amount being from private growers. Co-operative societies play a part in this work of seed distribution which, if extended, will be invaluable. Thus, the Naogaon Co-operative Bank purchased 160 maunds of *aus* seed and 700 maunds of *Indrasail* and *Dudshar* to distribute among their members. The high yields obtained from departmental *aus* paddy which Dr. Hector reports, ranging from $37\frac{1}{2}$ to 45 maunds per acre, or increases of from $3\frac{1}{2}$ to 9 maunds over the local varieties, made the interest thus displayed not unnatural.

226. The scheme drawn up by Mr. F. J. Gossip, the Live-Stock Expert, to which reference was made in last year's review is in process of being put into operation. It has two branches—(i) a premium bull system, and (ii) an arrangement by which co-operative societies, either of the ordinary type or formed specially for the purpose, will purchase approved bulls and maintain them under supervision for breeding purposes. The district selected for the first working of the scheme is Malda where certain local people have shown great interest in its details. The popularity of good bulls is illustrated by the fact that more than thrice as many cows were covered by departmental bulls this year as compared with the previous year, viz., 769 against 234. The supply of departmental bulls in Bengal is far short of the demand; but provision has been made in the budget in the current year for increasing the herd at Dacca.

Cattle-
breeding.

A most important event is the strides that have been made in the making of pit-silage since Mr. Gossip has taken charge. He has proved that from October to June as good pit-silage can be made in Bengal as anywhere else. This means that succulent feed can be made available during the dry months to the great advantage of the live-stock. It is also reported that in consequence of the manufacture of silage, Rangpur Farm, instead of having to purchase fodder, has had surplus paddy straw for sale. As the Agricultural Commission point out in Chapter VII of their report, the cultivation and storage of fodder crops, and not the oft-advocated provision of grazing grounds, is the key to increased fodder-supply, and that the agriculturists know it is proved by the Director's statement that the cultivation of these crops is visibly on the increase.

A Cattle Committee was formed during the year to co-ordinate the work of the different departments of Government who are concerned in this matter.

A scheme has been administratively sanctioned by Government for setting up a properly equipped dairy at Dacca Farm with modern buildings.

**Agricultural
associations.**

227. The quality of work accomplished by the different associations varied to a marked degree. Proposals for a re-organisation of these associations, so as to arouse a keener interest among the members and to ensure that the grants given to the associations are spent to better advantage, are under consideration.

**Propaganda and
exhibitions.**

228. Want of funds prevented the appointment of the seven District Agricultural Officers whose entertainment was administratively approved by Government two years ago. As observed by the Royal Commission, the best propaganda is to be found in the work of the demonstrator growing his improved seed at the door of the cultivator. To this might be added the valuable results to be obtained from the ocular demonstration of plots grown under the share system by cultivators themselves as at Kishoreganj, Jamalpur and elsewhere, where one of the conditions on which they hold the land is that they shall grow departmental seeds. The Nadia District Board organised a touring exhibition containing Public Health, Agriculture and Veterinary Sections, which was sent round most parts of the district in December 1927 to January 1928. This venture cost the District Board about Rs. 2,200 which includes the price of a cinema machine.

Much may be done through Union Boards, and the progress of the experiments in this direction in Faridpur, which were initiated by Mr. Burrows when Collector of that district, is being watched.

The Co-operative Department is contributing appreciably to the work of popularising improved seeds, and the storage facilities which co-operative societies are in a position to provide are a valuable adjunct to the work.

The training of co-operative officers in agricultural matters by short courses at Dacca Farm has been instituted.

Lectures and demonstrations were given by officers of the department, and the magic lanterns, for which funds have been provided in the current year, will form a further means of bringing the work of the department in an attractive form to the notice of the public. The Eastern Bengal Railway exhibition train was again run, and was, as in the previous year, a great success. Cinema films are also under preparation.

Sericulture.

229. The nature of the season, characterised as it was by an unusually prolonged drought together with frost in January, had an unfavourable effect on the mulberry crop, and consequently on the prices obtainable for seed cocoons. Though the

output of the 12 Government nurseries increased from 21,083 to 22,512 *kahans*, the price realised was only Rs. 56,096 as against Rs. 62,192 in the previous year.

Attention continues to be given to the best methods of increasing by scientific manuring the output of leaf on the nurseries, and with success; and it is hoped that a stage may be reached when the purchase of outside leaf may become unnecessary. The yield of leaf was increased by 5,000 maunds, or over 60 per cent. this year. The advantage of the tree variety appears to be its greater powers of resistance to drought and its capacity for producing leaf irrespective of the season.

The outturn of seed cocoons by selected rearers fell during the year under report from 19,000 to 15,000 *kahans*, a reduction which is explained by the very unfavourable seasonal conditions. The sericultural school at Rajshahi was closed and one at Piasbari in Malda district started. Local interest, as evidenced by the number of local students, had long been at low ebb in the former place, and conditions were far less favourable to proper instruction than they are in Malda.

Demonstration work in the villages was continued, especially in the district of Malda, and there are unmistakable signs that the work is bearing fruit in the shape of improved methods of rearing and the use of better houses and appliances.

Weather and Crops.

[Season and Crop Report of Bengal for the year 1927-28, Crop Forecasts of Bengal for the year 1927-28, Agricultural Statistics of India, Volume I.]

230. The season opened with good rainfall, facilitating preparatory tillage and early sowings of autumn crops over a large tract in Eastern and Northern Bengal. The rainfall in April was generally above the normal in East Bengal, while elsewhere it was moderate. Germination and growth of early sown crops were good over the greater part of East and North Bengal. In West Bengal and parts of North Bengal, dry weather somewhat hindered sowing. Good rainfall in May helped the growth of deep water paddy, also ploughing of fields and sowing of seed beds for transplanted paddy, but the weak monsoon in June, July, August and the early part of September seriously affected transplanting operations, in which satisfactory progress could not be made in high land tracts. Of course, the low land paddy crop was not seriously affected anywhere. Lack of water for steeping jute was keenly felt in West Bengal and

Character
of the
season.

in parts of North Bengal. Good rain in the early part of September facilitated further transplantation, but precipitation in October, an important factor in the development of transplanted paddy, was again in general defect. This reduced the outturn in parts of West Bengal and North Bengal to such an extent as to cause distress. The preparatory operations for the spring crops commenced favourably, but lack of adequate soil moisture from November onwards affected the growth of early crops. Rainfall at the end of January benefited the late crops. On the whole, the season was fairly favourable in East and parts of North Bengal, while elsewhere it was generally unfavourable.

The following table furnishes the estimated area and outturn in 1927-28 of *bhadoi*, *aghani* and *rabi* crops as compared with the corresponding estimates of the previous year:—

Name of harvests.	Normal area in acres.	Area cultivated during 1926-27 in acres.	Area cultivated during 1927-28 in acres.	Taking 100 to represent the normal outturn per acre how much represents the outturn for the year.	
				1926-27.	1927-28.
<i>Bhadoi</i>	9,324,600	9,241,600	8,919,000	78	72
<i>Aghani</i> —					
Winter rice	16,940,700	14,290,300	13,210,100	85	78
Sugarcane	207,700	200,500	208,900	80	83
Other sugar producing plants ..	55,800	51,000	51,800	..	..
<i>Rabi</i>	4,368,600	3,876,000	3,671,100	77	75
Total	30,897,400	27,659,700*	26,060,900*	..	..

*Revised.

Bhadoi crops
(excepting
jute).

231. The weather conditions at the outset were generally favourable for preparatory tillage and for early sowings. Defective rainfall in March retarded later sowings to some extent, but weather in April was good. Subsequent conditions were favourable on the whole, and the season was a fair one. The outturn of the different *bhadoi* crops for the presidency was estimated at 72 per cent. of the normal as against 78 per cent. last year.

Jute.

232. Early weather conditions were generally exceptionally favourable, and on this account sowings were probably larger than otherwise might have been the case. On the whole, conditions were favourable for growth, though excessive rain caused damage in Noakhali and a part of Tippera, also in parts of

Northern Bengal, including Jalpaiguri and Cooch Behar. In many tracts the crops was regarded as unusually well grown; but during July, August and the beginning of September there was considerable anxiety regarding steeping water. Good rain and a marked rise of the Brahmaputra river system eased the retting situation in East Bengal, but conditions still remained difficult in North and West Bengal.

Area and outturn excepting Cooch Behar and Tripura States were respectively returned at 2,928,900 acres and 8,995,700 bales of 400 lbs. each.

233. The weather until May was favourable for preparatory tillage and sowing; also for the growth of broadcast paddy. Field operations and the sowing of seed beds for transplanted paddy were done under good conditions in May, but scanty rainfall in June retarded further progress. The rainfall in July and August was generally defective, and transplanting operations were greatly hampered, notably in some West and North Bengal districts. Over considerable tracts in these districts the total rainfall was so deficient that transplanting never took place at all. This barren area would have been larger than it was had not favourable rainfall in early September facilitated further transplantation. Unfortunately, October precipitation, an important factor for the development of transplanted paddy, was in general defect and materially affected the outturn—especially in the districts of Nadia, Murshidabad, Jessore, Burdwan, Birbhum, Bankura, Rajshahi, Dinajpur, Bogra and Malda where the crop was described as poor to bad. In the remainder of the province a fair crop was reaped, especially in Bakarganj, Jalpaiguri, Chittagong, Darjeeling, Tippera and Noakhali. Winter rice crop.

The provincial outturn worked out at 78 per cent. of the normal as against 85 per cent. last year.

234. The weather was favourable in the early stages of the Sugarcane crop. But the weak monsoon adversely affected it in parts of West and North Bengal. Elsewhere the weather proved generally beneficial and a satisfactory crop was reaped for the province on the whole. The outturn for the province worked out at 83 per cent. of the normal this year as against 80 per cent. last year.

235. The rainfall during the latter part of the monsoon period was sufficient for cultivation and for sowings of the early spring crops in East and parts of North Bengal districts. Elsewhere the weather was generally unfavourable throughout. Lack of adequate soil moisture retarded the growth of early crops, but rainfall in the end of January improved the prospects of late crops. Rabi crops.

The outturn of the different *rabi* crops for the province worked out at 75 per cent. of the normal as against 77 per cent. last year.

Cotton.

236. The early crop in its initial stages was adversely affected, owing to drought in Midnapore and Mymensingh and by excessive rainfall in the Chittagong Hill Tracts and Tripura State. Subsequently, weather conditions were favourable, but, at the time of maturity, heavy rain in Mymensingh and the Chittagong Hill Tracts diminished the outturn to an appreciable extent. In Bankura, the weather was favourable on the whole, though the late crop suffered from drought.

The total outturn of cotton (both late and early), excepting Tripura State, was estimated at 16,855 bales this year as against 22,967 bales last year.

Area under cultivation.

237. The total cropped area was estimated to be 26,060,900 acres as compared with 27,659,700 acres (revised) last year. The figures for the principal crops are shown in the table:—

Name of crop.					Normal area in acres.	Area culti- vated during 1926-27 in acres.	Area culti- vated during 1927-28 in acres.
Rice	..	..	..	..	23,113,800	19,713,900	18,682,200
Other foodgrains including pulses and <i>marua</i>	..			..	1,718,300	1,361,900	1,243,200
Jute	..	..	..	..	2,310,300	3,314,900*	2,928,900
Oilseeds	..	..	..	..	1,402,500	1,096,900	1,050,100
Tobacco	..	..	..	..	241,500	295,200	290,300
Sugarcane	..	..	..	..	207,700	200,800	208,900

* Revi-ed.

Prices.

238. Owing to the unsatisfactory harvest of winter rice, prices of rice ruled generally high throughout the season. Jute prices, on the other hand, were low, due to successive record harvest in the last two seasons. The price of jute rose somewhat during the latter part of the season.

Co-operative Societies.

[Report on the working of the Co-operative Societies in Bengal for the year 1927-28.]

Administration.

239. Mr. J. M. Mitra held office of Registrar throughout the year.

Development.

240. The total number of societies at the end of the year, i.e., 30th June 1928, was 18,107 as against 15,439 in the preceding year. There was an increase of 2,668 societies against

2,620 in the preceding year, i.e., 17·12 per cent. against 20·4 per cent, of the previous year. The number of members rose from 547,325 to 635,959, or by 16·1 per cent. against 20·7 per cent. in the preceding year. The total working capital of all the societies rose from Rs. 9,43,42,218 to Rs. 11,10,01,532, but omitting items which have been taken more than once owing to inter-lending among societies the actual cash employed in the movement rose from Rs. 5·15 crores to Rs. 6·16 crores. Thus, there was an addition of nearly Rs. 1 crore to the working capital. Out of the actual cash employed in the movement, a little over Rs. 2 crores came from members.

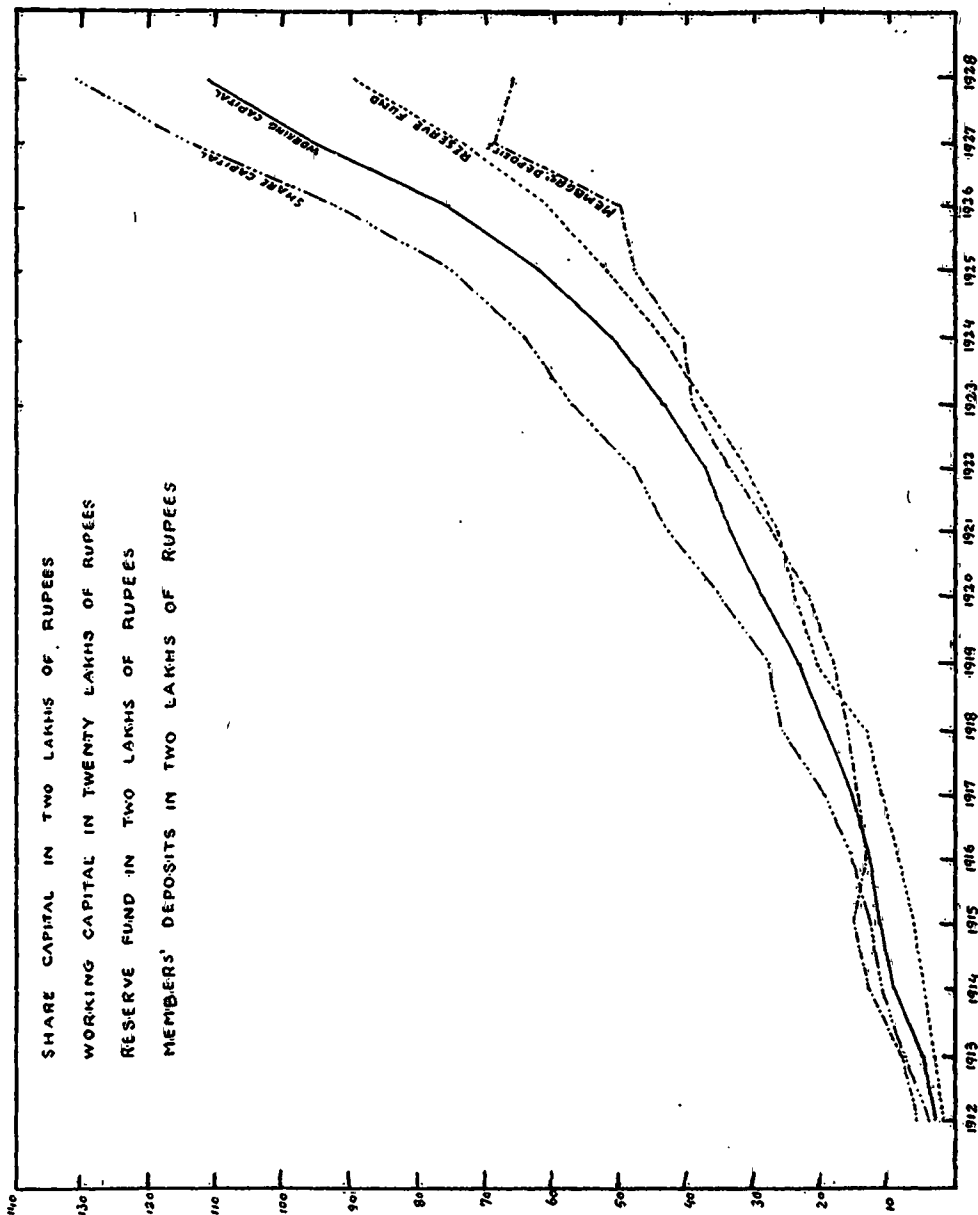
241. In the year under report there was further satisfactory progress in the working of the Provincial Bank. Its membership increased from 149 to 159, the working capital from Rs. 1,18·24 lakhs to Rs. 1,35·05 lakhs, and the share capital from Rs. 10·50 lakhs to Rs. 12·27 lakhs. The increase in deposits from non-members, from Rs. 88·30 lakhs to Rs. 102·93 lakhs, was a sure indication of the public confidence in its financial soundness. During the year under report the bank opened its Savings Bank Department and introduced Home Safe Boxes.

The Bengal
Provincial
Co-operative
Bank, Ltd.

In spite of the increase in deposits and in its working capital, the bank experienced some difficulty for a certain period in meeting the demands made upon its resources on account of general agricultural depression and the consequent demand for loans from all quarters. But it was able to tide over the difficulty by raising short term deposits for the purpose of financing short term loans.

242. The number of central banks in the provinces rose from 103 to 110. The total number of affiliated societies increased from 13,235 to 15,568, that is, by 17·6 per cent., and the total working capital rose from Rs. 303·22 lakhs to Rs. 350·63 lakhs, or by 15·6 per cent. Deposits from individuals increased from Rs. 170·06 lakhs to Rs. 195·03 lakhs and represented 55·6 per cent. as against 56·08 per cent. in the previous year. The total paid-up share capital increased from Rs. 35·63 lakhs to Rs. 41·09 lakhs and the reserve and other funds from Rs. 15·51 lakhs to Rs. 18·78 lakhs, but the total of these amounts represented only 17·8 per cent. of the total working capital as against 16·8 per cent. of the previous year. The total amount borrowed from the Bengal Provincial Co-operative Bank rose from Rs. 77·44 lakhs to Rs. 91·82 lakhs. Loans advanced by the central banks to affiliated societies declined from Rs. 202·73 lakhs to Rs. 177·44 lakhs, while the repayments from affiliated societies fell from Rs. 153·28 lakhs to Rs. 134·61 lakhs. The

Central
banks.



percentage of repayments to the total loans outstanding in the beginning of the year fell from 71·6 to 50·5. This decrease in collections is accounted for by the unfavourable agricultural condition and the low price of jute. The total profits earned by the central banks rose from Rs. 6·10 lakhs to Rs. 8·24 lakhs and the cost of management increased from Rs. 3·98 lakhs to Rs. 4·82 lakhs (or 1·3 per cent. of the working capital as in the preceding year). There was a marked improvement in the relation between the central banks and the constituent societies. No case was reported of strained relationship between the village societies and the central federations, but in some cases the village society directors failed to make their influence felt in the deliberation of the directors.

243. The number of agricultural credit societies, including grain banks, increased from 13,398 to 15,689. The proportion of credit societies to the total number of societies fell from 86·6 in the last year to 81·1 in the year under review. The total number of members increased from 329,765 to 382,152. The total working capital increased from Rs. 3,20,83,931 to Rs. 3,77,83,860. This increase is accounted for by a corresponding increase in the share capital from Rs. 26·02 lakhs to Rs. 32·82 lakhs, in deposits from members Rs. 12·76 lakhs to Rs. 14·90 lakhs, and reserve funds from Rs. 43·49 lakhs to Rs. 53·49 lakhs. The credit societies are still mainly dependent on the central and provincial banks for their finance and derive from this source as much as 73·1 per cent. of the working capital. There was an increase in the total amount of collections from Rs. 79·93 lakhs in 1926-27 to Rs. 93·49 lakhs during this year. But the percentage of this collection on the total amount due at the beginning of the year fell from 37·8 to 35·3. There was an increase in the overdues which amounted at the end of the year under report to Rs. 92·12 lakhs as against Rs. 67·45 lakhs at the end of the preceding year. The increase is largely accounted for by the unsatisfactory economic condition of the year.

Agricultural
credit.

244. The number of non-agricultural credit societies increased from 333 to 358. With the exception of 18, they were organised on the basis of limited liability. The total number of members rose from 105,921 to 119,918, the total share capital increased from Rs. 40·54 lakhs to Rs. 46·20 lakhs, and the reserve fund from Rs. 9·05 lakhs to Rs. 10·91 lakhs. The total profits earned by these societies increased from Rs. 5·10* lakhs to Rs. 6·81 lakhs, but the dividends payable to shareholders was not allowed

Non-
agricultural
credit.

to exceed 12½ per cent. in any case. The deposits from members fell from Rs. 54·10 lakhs to Rs. 48·94 lakhs, while there was a corresponding rise in the deposits from non-members from Rs. 55·02 lakhs to Rs. 80·85 lakhs. Loans from provincial or central banks amounted to Rs. 4·32 lakhs only, and it is satisfactory to note that societies have in most cases been able to gain public confidence and to attract a sufficient amount of local capital. In fact, there are many cases where these urban banks had to refuse deposits.

New loans issued during the year increased from Rs. 127·88 lakhs to Rs. 161·86 lakhs and repayments on account of loans, old and new, increased from Rs. 103·91 lakhs to Rs. 131·27 lakhs. Owing to the grant of new loans, the total amount outstanding from the members increased from Rs. 152·79 lakhs to Rs. 176·84 lakhs, of which Rs. 17·05 lakhs or 9·6 per cent. were overdue as against Rs. 10·79 lakhs in the preceding year.

Societies
other than
credit: (i)
Agricultural
purchase
and sale.

245. The number of societies of this type increased from 78 to 85, their total membership from 20,553 to 26,867, and their total working capital from Rs. 8,91,844 to Rs. 18,74,501. The most important types among societies of this class are those established for the co-operative sale of jute. The movement for the marketing of paddy was considerably strengthened by the organisation of the Central Co-operative Paddy Sale Society, Limited, to co-ordinate and guide the activities of the mufassal societies. The Gosava Jamini Rice Mill O'Dhanya Bikraya Samiti, Limited, the most prosperous society of this type, continued to flourish. Its mill was opened on the 14th September 1927 and the society has since been doing business in paddy and rice. It earned a profit of Rs. 7,100.

(ii) Irrigation
societies.

246. The irrigation movement was, as in the previous year, mainly confined to Western Bengal. The total number of irrigation societies increased from 377 with a membership of 13,328 to 525 with a membership of 15,195.

(iii) Agricultural
associations.

247. The number of co-operative agricultural associations has practically remained the same, being 31 against 30 in the previous year. The main object with which such societies are formed is to meet a demand for improved seeds and agricultural implements. The scheme of co-operative colonisation society at Cox's Bazar is now engaging the attention of the revenue authorities. If the necessary facilities in the shape of land settlement is forthcoming and the society is properly managed, there is a promising future before it. The general policy underlying the formation of agricultural societies has been that where in a compact group

there is definite demand for pure seeds, new manure and improved appliances, there will be a scope for the successful working of co-operative agricultural associations. Where the demand is limited to one or two varieties of seed, it is best not to attempt to form an agricultural association, but to arrange for the distribution work through credit societies and central banks. Where assistance is required in the multiplication as well as in the distribution of improved seed, it is best to start co-operative seed farms, either as annexes to credit societies or as separate institutions.

248. There was a gradual growth of milk societies not only in Calcutta and its neighbourhood, but in other parts of Bengal. The total number of these societies rose from 97 to 123. The Calcutta Milk Union had a record of steady progress and the unions at Darjeeling and Dacca have also been shaping well. Proposals are under consideration for starting a union of the Dacca type at Chittagong.

Production
and sale
societies.
(a) Milk
societies.

249. The membership of the society rose from 3,747 to 3,770. There was a slight decrease in the share capital from Rs. 44,940 to Rs. 44,300, while the working capital decreased from Rs. 7,29,965 to Rs. 6,86,514. The society sold 4,450 maunds of ganja as against 4,469 maunds in the previous year. The charges paid to the Government for the maintenance of the excise preventive staff increased from Rs. 28,122 to Rs. 34,793, while the amount spent on the construction and lighting of the chattars rose from Rs. 15,528 to Rs. 21,161. As in the previous year, the ganja cultivators obtained a fair price for their produce, and out of its profits the society maintained three charitable dispensaries and one veterinary dispensary in the ganja mahal at a cost of over Rs. 2,000. It spent over Rs. 12,000 in education by subsidising three high English Schools and 45 primary schools in the area. A sum of Rs. 3,783 was spent on the improvement of road and bridges and Rs. 4,925 was given away as donations for various charitable purposes at Naogaon and elsewhere.

(b) Naogaon
Ganja Cultivators' Co-operative Society, Limited.

250. During the year under report the number of such societies rose from 55 to 58 and their membership 9,496 to 9,869. The total amount of sales decreased from Rs. 5.31 lakhs to Rs. 4.68 lakhs, but the profits increased from Rs. 5,341 to Rs. 6,629.

Stores
and supply
societies.

251. The total number of weavers' societies rose from 260 to 274 in the year under report, while the number of members and the total working capital rose correspondingly from 4,394 and Rs. 2.97 lakhs to 4,844 and Rs. 3.64 lakhs respectively.

Weavers'
societies.

Silk
societies.

252. The establishment of the Bengal Co-operative Silk Union at Malda has led to a remarkable development of this once flourishing industry of Bengal. The number of cocoon-rearers societies increased from 41 to 65, of which 62 are in Malda district alone. To this must be added a number of agricultural credit societies in this district, the main business of whose members is to rear cocoons. The working capital of the rearers' societies increased from Rs. 44,341 to Rs. 84,778 and their profits from Rs. 1,373 to Rs. 2,467. The number of reelers' societies continued to be two as in the previous year. A slight improvement was noticed in the working of both.

Fishermen's
societies.

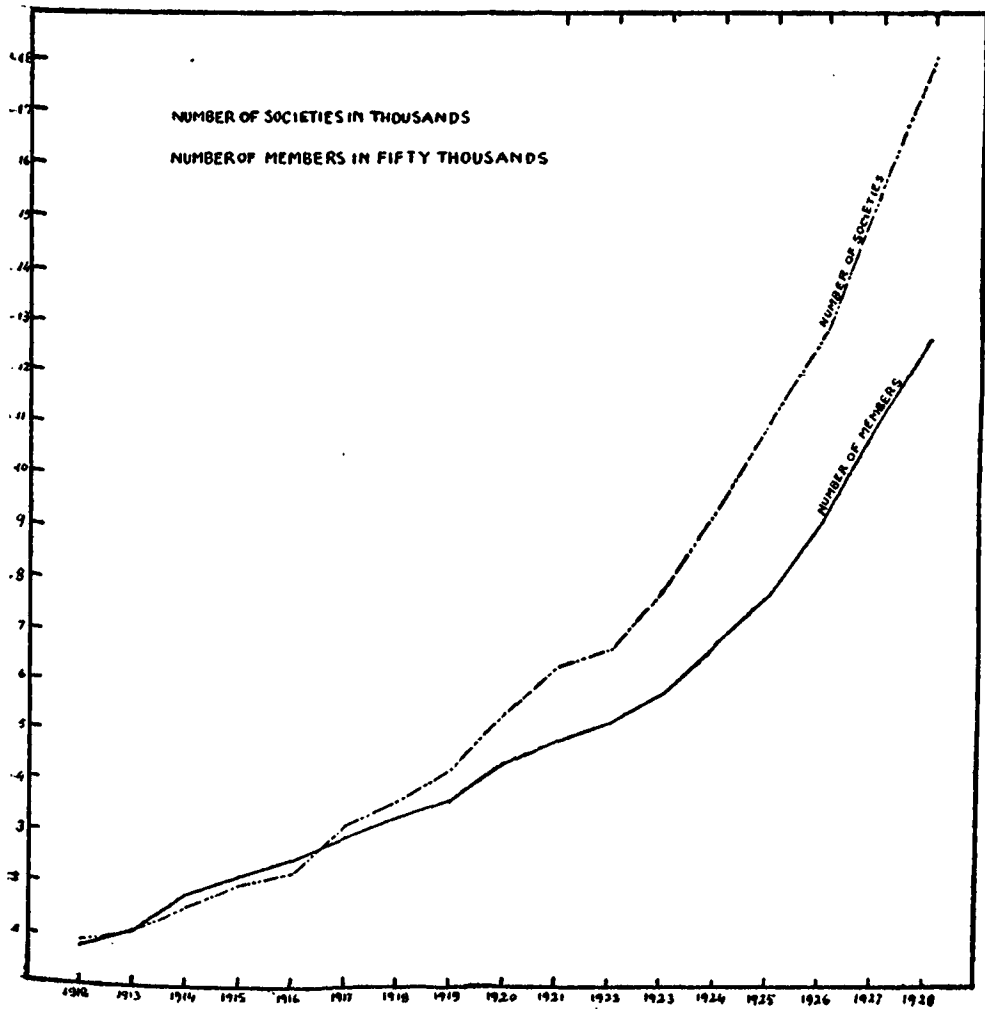
253. The number of fishermen's societies continued to be 108 as in the previous year, and most of them continued to work on a credit basis.

Village
reconstruction
and anti-
malarial
and health
societies.

254. The number of such societies rose from 450 in 1926-27 to 557 in the present year. Membership increased from 10,524 to 13,666. The public health and rural reconstruction societies organised under the auspices of the Biswa Varati of Dr. Rabindra Nath Tagore are reported to have done good work. Their activities are not merely confined to sanitation, and the efforts of the Ballavpur Society have led to the re-excavation of an irrigation tank. Attempts have also been made to teach spinning and weaving as a subsidiary occupation to the agriculturists. As in the case of other societies of special type, the anti-malarial and health societies have not hitherto received their proper share of attention from the departmental officers. It is hoped that under more favourable circumstances, the Inspectors will be able to devote more time in the future to the organisation and supervision of these useful societies. But the ultimate success of the scheme must depend to a large extent on the practical interest shown by the District Health Officers.

Women's
organisations.

255. Of the six existing mahila samities the society at Bankura did not work and has applied for cancellation of registration. Of the remaining five, four were in the Presidency Division. One of them has not started work. The Nimta Society continued to progress and its membership increased. Most of its members joined the Dhai Training Class and obtained certificates of competency. They also received some training in sewing and needle-work from a lady teacher deputed by Saroj Nalini Memorial Association. The Barasat Society found employment for some of its members by turning out khaddar and by tailoring work. The Tala Society is doing very useful work.



Relief
societies.

256. The number of these societies rose from 10 to 17, with an increase of membership from 2,304 to 4,987. The working-capital and profits earned increased from Rs. 37,502 and Rs. 1,671 to Rs. 61,378 and Rs. 7,435 respectively. These societies worked satisfactorily and were successful in achieving their object of encouraging thrift and improving fellow-feeling among the members.

Bengal
Co-operative
Organisation
Society,
Limited.

257. The membership of the society increased from 7,875 to about 11,000 at the end of the year under report. The journals published by the society, the "Bengal Co-operative Journal" and the "Bhandar" increased in circulation and made a valuable contribution not only to co-operative literature, but to rural economics in general. The "Bhandar" was particularly useful in bringing such knowledge to the homes of the villagers in Bengal. The Co-operative Library and Free Reading Room at the Albert Hall in Calcutta, maintained by the society, was very popular and was used by a large section of the reading public. Two series of lectures intended for the students—one at the Young Men's Christian Association, College Branch, and the other at the Calcutta University Institute—were delivered under the auspices of the society. In propaganda work in the mufassal the society maintained two lecturers who toured in various districts of Bengal and delivered lantern lectures on co-operation, agriculture, sanitation and allied subjects. The society took charge of the co-operative section of the demonstration train of the Eastern Bengal Railway which was of great interest to the rural people and drew large crowds at every station visited by it. A noteworthy event during the year was the holding by the society of the Twelfth Bengal Co-operative Conference along with the annual general meeting of the society. The conference was attended by elected delegates of the constituent societies. The propaganda for co-operative movement was materially assisted by the celebration, at the instance of the society, of the international co-operators' day at many towns and villages of Bengal. The meeting at Calcutta was very successful. As a result of the deliberations of former years, the society took charge of the training of departmental and central bank staff, an account of which has been given above. The society has also materially assisted the department by undertaking the selection and training of apprentice managers of agricultural sale and supply societies. The paddy sale depôt maintained by this society was developed during the year into a central paddy sale society. A capital grant of Rs. 3,000 for furniture and equipment, together with an annual recurring grant of Rs. 12,000 for 3 years, sanctioned by the Government, has enabled the society to organise

a sale dépôt in Calcutta for the sale of the products of cottage industries of Bengal. It is hoped that its establishment will give a stimulant to the artisans in the province by providing a ready market for their goods and will also lead to an improvement in their quality.

Horticulture.

[Annual Report of the Royal Botanic Garden and other Gardens in Calcutta, and of the Lloyd Botanic Garden, Darjeeling, for the year 1927-28.]

258. The shortage in the monsoon rainfall during the year had not any deleterious effect on the garden trees and shrubs. Owing, however, to the rainless cold weather which followed, the garden dried up to an extent which must have been rare in its history, and from many of the lawns all grass disappeared. Annuals in the palm and orchid houses and the herbaceous collections generally showed no ill-effects from the prolonged spell of drought. The annuals were somewhat late, but were quite up to the usual standard of past years. Special attention was bestowed on the large palm house with a view to removing overcrowding, with successful results. The student's garden continues to be a centre of attraction for all those visitors who take an interest in the botanical side of gardening.

Royal
 Botanic Garden.

It is to be regretted that want of funds has so far prevented the carrying out of three major projects which are of urgent necessity, viz., the construction of new quarters for the garden labour, the repair and handing over to the Public Works Department of the main roads, and the repair and handing over to the Irrigation Department of the river revetments.

In the herbarium routine work in acquisition, identification, distribution and loan proceeded uninterruptedly throughout the year. Some 1,400 specimens were distributed, including a fairly large collection of Chittagong district plants to the herbarium of the Royal Botanic Garden, Edinburgh. Identifications covered a range of 1,618 specific names; and some 2,000 specimens were loaned out. Dr. Cowan, the officiating Superintendent, completed his work on the trees of Northern Bengal and his analysis of the Chakaria-Sundarbans flora. Some 39,000 living plants were distributed during the year. Seeds were also distributed in packets throughout the year.

259. The display of cold weather annuals in the Calcutta gardens was quite up to the standard of past years. In the Eden gardens.

Garden some 50 new shrubs or trees suitable from the horticulturist's point of view were added during the year. A rockery was rebuilt near the Pagoda Lake and the lake itself was partially re-excavated.

Lloyd Botanic
Garden,
Darjeeling.

260. The rainfall during the year was favourable to the garden which continued to be attractive. A special feature of the Curator's work continues to be the collection of East Himalayan plants and seeds for correspondence in India and abroad.

Cinchona Plantations and Factory.

[Report of the Government Cinchona Plantations and Factory for the year 1927-28.]

Plantations.

261. There are two cinchona plantations—one at Mungpoo and the other at Munsong—in the district of Darjeeling, and there is also a factory at Mungpoo where quinine and its by-products are manufactured from the bark of trees grown in these plantations and also from Java and Burma bark obtained through the Government of India. The area under cultivation at the end of the year was 4,898 acres. Extensions comprising 156 acres were carried out during the year. The coppicing which was carried out some years ago in the upper blocks of the Burmiak Division has produced the finest cinchona yet grown in the plantations. In order to have a stable basis of comparison, the unit of stock in reports previous to last year's report was taken as an acre with a full complement of cinchona. This year the Superintendent, Cinchona Cultivation, has reverted to this unit. The actual area of the plantations is 4,626 acres, but these represent only 3,162 fully stocked acres.

A survey of the plantations referred to in the report for 1926-27 was begun in 1927-28, through the agency of the Survey of India, but was not completed during the year.

Outturn.

262. The quantity of dried bark used in the factory during the year was 1,143,732 lbs. against 1,127,519 lbs. in the preceding year. Of this 857,900 lbs. was Bengal and 285,832 lbs. Java and Burma bark belonging to the Government of India. Of the 1,127,519 lbs. used in the factory in 1926-27, 587,000 lbs. was Bengal bark and the remaining 540,519 lbs. Java bark belonging to the Government of India. The total quantity of quinine sulphate and cinchona febrifuge manufactured during the year was 46,485 lbs. and 20,899 lbs. respectively against 55,136 lbs. and 19,197 lbs. in the year 1926-27. Besides this, certain other minor products were also manufactured during 1927-28.

263. The quantity of factory products sold during the year was 27,033 lbs. against 35,887 lbs. in the previous year. The receipts from sales amounted to Rs. 5,38,202 and the total expenditure was Rs. 4,48,245. The receipts were lower by Rs. 60,449 and the expenditure was higher by Rs. 58,493 than in the previous year. The drop in receipts is attributed to—

- (1) the smaller quantity of quinine sulphate tablets sold during the year;
- (2) the fall of about Rs. 26,000 under cinchona febrifuge sales during the year;
- (3) the credit of a smaller amount of outstandings, viz., Rs. 15,722 during 1927-28, against Rs. 46,511 during 1926-27; and
- (4) the fact that the outstandings at the end of 1927-28 were Rs. 4,616 more than at the beginning of the year.

The increase in expenditure is due to—

- (1) the drawal by Mr. G. E. Shaw, Government Quinologist, of his full salary during 1927-28, in India, whereas in 1926-27 his leave salary for 9 months was drawn in England;
- (2) calculation of the pensionary charges under head "Establishment" at one-fourth of the total establishment charges during 1927-28, instead of at one-sixth as during 1926-27;
- (3) increase in stores required for tablet manufacture, installation of double purification plant, increase in expenditure on the carriage of bark and customs duty during 1927-28;
- (4) the cost of survey of the plantations amounting to Rs. 5,000 incurred during 1927-28 by the Director of the Eastern Circle, Survey of India;
- (5) the manufacture of quinine tablets being carried on throughout the year 1927-28, against six months during 1926-27; and
- (6) the adjustment of Rs. 2,300 on account of the cost of the proposed introduction of the commercial system of accounts in the Bengal Cinchona Department.

No action was taken during the year on the report written by an officer of the Auditor-General regarding commercialisation of the accounting system of the Bengal Cinchona Department.

Forests.

[The Annual Progress Report on the Forest Administration of the Presidency of Bengal for the year ending 31st March 1928.]

Administration.

264. The forests of Bengal lie chiefly along the Himalayas in the north, the Sundarbans in the south and Chittagong district and Chittagong Hill Tracts in the south-east. During the year under review the area of reserved forests increased by 4 square miles to 5,303 square miles; the area of protected forest which was 1,857 square miles in the previous year diminished by 1,630 acres in the Dacca-Mymensingh Division which were turned into reserved forest. There was no change in the area of unclassified State forests which remained at 3,445 square miles. Including the unclassified and other forests, the total area under the control of the Forest Department practically remained unchanged.

The Dacca-Mymensingh Division which has been formed with certain parts of the Attia forest, belonging to private owners, the management of which was taken over by Government during the year 1925-26, was under the management of the Forest Department throughout the year.

The Forest Department of Bengal was under the administrative control of one Conservator of Forests, whose headquarters were at Darjeeling. From the 16th November 1927, it was divided into two circles. The forests in the jurisdiction of the Commissioner of the Rajshahi Division were placed under the administrative control of the Conservator of Forests, Northern Circle, Bengal, with headquarters at Darjeeling, and those in other divisions under the control of the Conservator of Forests, Southern Circle, Bengal, with headquarters at Alipore, Calcutta. Each of them held independent charge of his circle.

The total outlay on the constitution of State forests in the year under review was Rs. 61,382.

The scheme for the readjustment of boundaries between reserved forests and Government estate forests in Cox's Bazar and Chittagong Divisions, involving release of some forest land for cultivation and transfer of certain areas of khas forests to the Forest Department, is in progress. This is an important improvement. No new working plan was taken up during the year.

**Communications
and buildings.**

265. The total amount spent on construction and repairs of roads and bridges was Rs. 61,000 against Rs. 1,03,140 in the previous year. The important new works carried on during the year were the conversion of a portion of the Sukia-Manibhanjang and Rambh-Talkuti bridle paths in the Darjeeling Division into cart roads. Seven bridges, commenced in 1926-27 in the Buxa Division, were completed during the year and one new bridge was constructed.

The total amount spent on construction of buildings was Rs. 1,03,865 against Rs. 1,24,140 spent in the previous year. The most important building constructed was the Divisional Forest Office at Darjeeling. The amount spent on the upkeep of the existing buildings was a little more than that of the previous year.

266. Full programme of regeneration could not be carried out, but 2,435 acres were taken up during the year against 1,994 acres in the previous year. New plantations are being laid down under the present system of artificial regeneration. Five square miles of sal (*shorea robusta*) against 15 prescribed in the working plans have been raised artificially. The crop on this comparatively small area will be worth about Rs. 224 lakhs on maturity. The total outlay on this area, including the cost of formation and upkeep of the area with compound interest, will be recovered from the sale of thinnings long before the crop matures. Silviculture.

267. A small experiment directed to the problem of afforestation in the district of Bankura was carried out during the year. Exploitation.

The band mill which was started at Siliguri in April 1926 was employed on the conversion of sal and did good work. The largest demand for sawn timber was from the Eastern Bengal and other Railways.

268. Departmental khedda operations in the Buxa Division resulted in a net profit of Rs. 5,048 against Rs. 2,319 in the previous year. Financial results.

Departmental khedda operations in the Chittagong Hill Tracts resulted in the capture of 32 elephants, of which 4 died, 1 escaped, 1 was shot and 5 were released. The profit of these operations amounted to Rs. 14,000.

The total value of sales of forest produce during the year was about Rs. 50,000 more than that in the previous year. The revenue from forests continues to increase steadily. The difference between revenue and expenditure rose in 1926-27 to Rs. 14.10 lakhs and in the year under report amounted to Rs. 16.47 lakhs. Considering that the total expenditure included both capital and revenue expenditure, the financial results are very satisfactory.

A cyclone passed through the Rangamati, Sitakund and South Sitakund Ranges in the Chittagong Division in April 1927, and caused considerable damage to the Forest buildings. The Tista, Mechi and Hasimara rivers also caused some damage. The Basra is showing a tendency to alter its course. The river Sankos has returned to its old bed. The silting up of rivers in the Chittagong Hill Tracts is taking a serious turn.

Industries.

[Report of the Department of Industries, Bengal, for the year 1927.]

Administration.

269. Mr. G. P. Hogg, I.C.S., held charge of the department from 1st January to 23rd May 1927 and Mr. A. T. Weston, Deputy Director of Industries, held charge, in addition to his own duties, of the post of Director of Industries for the rest of the period under report.

**Industrial
research.**

270. The general equipment of the Industrial Research Laboratory was completed and useful work was done therein during the year. The department is now in a position to give all the technical and economic information that is required by anyone who wants to set up the match industry. Useful results were obtained in respect of the manufacture of soap and shellac and of the bleaching of hosiery. Progress was made in the work of designing and perfecting labour-saving devices for use in home industries, including one for husking boiled paddy on a small scale, the use of which was successfully demonstrated in various exhibitions and on the demonstration train of the Eastern Bengal Railway. The survey of the small match factories in the Ultadanga area of Calcutta was completed, while a similar survey of the small hosiery and padlock industries was made during the year. The department promptly attended to various requests from industrial concerns for advice and information.

Useful work continued to be done at the Bengal Tanning Institute, and investigations on several problems connected with the leather industry of the province were carried out.

**Demonstration
and propa-
ganda.**

271. The bulk of the demonstration work undertaken during the year was connected with weaving. The parties were carefully organised and supervised, and exhibits were sent to various exhibitions and shows, including the Eastern Bengal Railway demonstration train. Arrangements were also made for the public before whom demonstrations had been made to buy the improved appliances on the spot. Two touring parties gave demonstration of tanning processes.

**Technical
education.**

272. The total number of institutions, public and private, was 127 against 119 in the previous year; and the number of pupils attending them was 6,422 against 6,532. The total expenditure, direct and indirect, incurred on these institutions was Rs. 13,83,173 against Rs. 11,59,045 in the preceding year.

The Calcutta Technical School entered on its third year of existence, and the average number of apprentices on the roll in any month was 145.

Work in the various technical schools and institutions proceeded on normal lines. Fifteen additional weaving schools were opened during the year under report, one being the Silk Weaving and Dying Institute at Berhampore and the rest being peripatetic weaving schools. The Berhampore Institute commenced its first session from 18th July 1927, and most of its staff were appointed during the year.

At the Bengal Tanning Institute an average of four apprentices were under training during the year. Eight out of ten who had completed their 2-year course obtained the diploma.

As a step leading to the improvement in the administration of weaving education in the province and in order to leave the Principal of the Government Weaving Institute, Serampore, free to give all his time to the development of the institute, the transfer of the work of supervision of all district and peripatetic weaving schools and demonstration parties from the Principal to the office of the Director of Industries was effected from 1st April 1928.

273. Two technical scholarships for training in England—one for ferro-concrete construction and one for pottery—were awarded during the year. State technical scholarships.

274. An important step was taken towards the close of the year when Government decided to discontinue its annual grant-in-aid, which in 1926-27 amounted to Rs. 10,000, to the Bengal Home Industries Association. The reason for this step was that this Association, for many years the recipient of aid from Government, had failed to achieve the purpose which it had set before it, i.e., the promoting and developing of home and cottage industries and, above all, the vital service of finding for them a market. It was decided at the same time to subsidise for 3 years a new central sale depôt which would work under the direction of the Bengal Co-operative Organisation Society, and the purpose of which would be to furnish a market for the products of all kinds of cottage industries. Home industries.

275. It was introduced in Council after close of the year under review and was circulated to elicit public opinion on its provisions. The State Aid to Industries Bill.

Manufacture and Mines.

276. The area under jute cultivation, including Cooch Jute, Behar and Tripura States, records a decline from 3,363,900 acres, the revised figure of the preceding year, to 2,962,100 acres. The total outturn was 9,054,700 bales against 10,769,200

bales (revised) in the preceding year. There were 85 jute mills at work employing on an average 3,27,074 operatives—an increase of 1,884 as compared with the previous year. The numbers of looms and spindles at work in the jute mills were 50,879 and 1,076,894, respectively, as against 49,773 and 1,054,636, respectively, in 1926-27. The authorised capital in rupees, sterling and dollars was Rs. 20,82,91,000, £31,75,000 and \$1,20,00,000.

Cotton.

277. Thirteen cotton mills were at work, employing on an average 12,503 persons daily, as against 12,781 in the previous year. The number of looms and spindles was 3,210 and 305,231 as compared with 2,919 and 325,894, respectively, in the year 1926-27. The authorised capital was Rs. 2,67,00,000.

Silk.

278. There were four silk mills under the operation of the Indian Factories Act, employing on an average 425 operatives. The total production of disease-free seed cocoons during the year was 37,550 *kahans* of which 22,512 were raised by Government nurseries and 15,038 by private agencies under Government supervision.

Sugar.

279. The acreage under sugar crops increased from 251,800 to 260,700 in the year under report. The Cossipore Sugar Works, which is the only sugar factory under the operation of the Indian Factories Act, remained closed during the year under review.

Tea.

280. The area under tea (including the figures for the Tripura State) in 1927 was 196,705 acres as against 194,681 acres, the revised figure of the preceding year. The quantity of tea manufactured was 97,942,054 lbs. as against 95,829,925 lbs. in 1926. The number of tea plantations totalled 375, employing on a daily average 176,727 permanent and 10,764 temporary hands. Two hundred and forty-three tea factories were under the operation of the Indian Factories Act, and the total average number of operatives employed was 16,052 exclusive of the persons employed on the gardens outside the factory premises.

Coal.

281. The number of collieries regulated by the Indian Mines Act worked during the year decreased from 209 to 191, but the number of persons employed in them increased from 43,506 to 44,285. In the coalfields of Bengal labour has been plentiful for several years, and during the year under report it was in excess of requirements. Wages remained at about the same level with a tendency to fall, particularly at the smaller collieries working poorer grades of coal where there is now no margin of profit. The total yearly output of coal rose from 5,137,688 tons to 5,554,990 tons.

The number of coal mines using electrical power was 48 or one more than the total of the previous year. The total number of mechanical ventilators and safety lamps in use was 17 and 9,130 against 14 and 7,575, respectively, in the previous year.

There was a still further decrease in the price of coal. The poorer grades became almost unsaleable except in the form of soft coke, and many more mines were compelled to cease production.

The improvement in the exports of coal, which was so marked a feature in the previous year, was continued. There was an ample supply of railway wagons, and the Indian Coal Grading Board continued to supervise and certify cargoes, and the work of the Board met with general approval.

282. There were three paper mills at work during the year, Paper. employing on an average 3,878 persons daily. They produced 25,976 tons of paper, valued at Rs. 1,26,00,540.

283. Only one woollen mill (10 looms and 288 spindles) was Wool. at work during the year, employing on an average 140 persons daily. It produced 94,428 lbs. of blankets, valued approximately at Rs. 94,428. It is a Government concern (in the Dacca Jail).

284. As in the previous year, there were two saltpetre refineries at work. These produced 2,453 maunds of refined saltpetre Salt and saltpetre. against 1,839 maunds in 1926-27. No purified salt was educed in the process of refinement during the year under report and there was no sale of purified salt. Altogether 143 maunds of *Sitta* (impure salt) was produced at the two refineries during the year.

Miscellaneous Manufacture in each Division.

285. In the Burdwan district, owing to the failure of last Burdwan. winter's rice crop, the existing industries on the whole had a setback. Most of the rice mills in the district and in the Rampurhat subdivision of Birbhum district had to close down for want of paddy. The Jamgram Textile Works in the Asansol subdivision closed down, while the Bengal Iron Works at Kulti had to restrict its activities. In the Bankura district, however, two new rice mills were opened during the year. The pottery industry in the Ghatal subdivision of Midnapore district was in a flourishing condition. The rice mills in the Hooghly district did not prosper on account of higher price of paddy and the comparative low price of husked rice. The manufacture of locks in Jagatballavpur in the Howrah district prospered, owing to the establishment of agencies for its sale in Northern and Southern

India. The weaving industry of Domjur received a further impetus as a result of demonstrations conducted by the Industries Department. There was a noticeable improvement in the manufacture of tiles of Raniganj pattern in the Uluberia subdivision. The Eri silk industry was introduced as a cottage industry in Domjur, Sankrail and Jagacha thanas of the district. Factories of various descriptions, such as oil mills, rope works, chemical dye works, etc., in the district, numbering in all 172, worked satisfactorily.

Presidency.

286. In the 24-Parganas two rice mills—one at Gosava and one at Arbalia—and one ice factory at Hashnabad in the Basirhat subdivision were started during the year. Raniganj pattern tiles manufactured in the Jessore district attracted public attention on account of their good finish. In the Khulna district there has been no noticeable change in the position of manufactures, except that the recently floated Sunderbans Match Factory remained closed for the greater part of the year.

Dacca.

287. During the year the manufactures of this division were in about the same position as in the preceding year. In the district of Faridpur the loom-weaving and match-making industries are declining for want of capital and suitable markets.

Chittagong.

288. The tea industry prospered during the year and a new tea company was established in Chittagong. The manufacture of umbrella handles in Chittagong and Tippera increased in volume. The finer grades of cloth which are now being turned at Tantipara in the Brahmanbaria subdivision can stand comparison with the products of Dacca and Tangail. The House of Labourers at Comilla turned out a large quantity of pruning knives and other implements, and a small electric plant was installed in its workshop during the year. Considerable quantities of khaddar were manufactured in Feni, Comilla and Chittagong.

Rajshahi.

289. The bell-metal industry in the Nator subdivision and the cloth-weaving industry in the Naogaon subdivision were in a moribund condition. The cotton-weaving industry in the Dinajpur district prospered during the year. The hosiery industry in the Pabna district showed steady, if slow, progress and continued to command a ready market. Several new hosieries were opened in the Pabna town during the year. Cotton-weaving continued to be the most important of the cottage industries in the district. The basket-making industry prospered during the year. The cutlery industry at Kazipur which commands a good market received a fresh impetus, owing to the establishment of a co-operative society among

the workers. The silk industry in the Malda district considerably improved during the year under report. The organisation by the Industries Department of a demonstration party was of much assistance to the rearing side of the industry, while the establishment of the Bengal Co-operative Silk Union, Limited, noticed in the preceding report, has been of financial help to the rearers, reelers and weavers of the district. Nineteen rural societies were affiliated to the union and proposals for affiliation of ten more pending at close of the year. The brass and bell-metal workers of Kaligram were organised into a co-operative society under the Chancha Central Bank which is arranging for the supply of raw materials and disposal of finished products.

Working of the Indian Factories Act, 1911 (XII of 1911).

[Annual report on the working of the Indian Factories Act in Bengal for the year 1927.]

290. One hundred and twenty factories were added to the register of factories in Bengal during the year and 29 removed from it owing to their having been closed down. The net result was that there were 1,384 registered factories in 1927, of which 1,297 were worked during the year as compared with 1,293 and 1,234 respectively in 1926. The daily average number of persons employed in these factories was 559,759 against 550,923 in the preceding year. The increase was due to more employment in iron and steel-smelting works and allied engineering concerns. The average daily number of women and children employed in the registered factories continued to fall, and was 178 and 1,366, respectively, less than those of the preceding year. The decrease in the number of children was principally due to the introduction of the single shift system in a few more jute mills, but the closing down of a cotton mill and non-operation of some match factories during the year also contributed to the result. Instances of the irregular employment of women and children continued to be brought to notice, and legal proceedings against the offenders were instituted in 20 cases.

Two hundred and twenty-three factories were inspected more than three times, 135 were inspected three times, 227 twice, and 552 once during the year. One hundred and sixty factories remained uninspected during the year and of these 147 were ten factories. Several concerns which did not come within the purview of the Act were also visited during the year and advice was given by Inspectors regarding fencing, sanitation, etc.

The second branch factories office in the Presidency was opened on the 15th October 1927. This office is for Northern Bengal with headquarters at Jalpaiguri, and had it been possible to establish this office earlier in the year, most of the tea factories that remained uninspected would have been inspected by the Inspector-in-charge.

The general health of operatives was good, but malaria was to some extent prevalent in the whole of Barrackpore area, while Tittaghur and Kankinara had an epidemic of Cholera and Kankinara and Shamnagar reported many cases of influenza. Measures calculated to improve the general health of factories continued to be undertaken. New or additional septic tank installations were set up in six factories. Big sewage schemes have been undertaken in the Tittaghur and Bhatpara areas for treating the sewage in such a manner as to make it innocuous and, at the same time, to use the effluent for agricultural purposes, through irrigation schemes. In 17 mills pucca-built additional quarters for labourers were provided during the year, while in six mills such accommodation was in course of construction. Eight factories provided greater bathing and washing facilities for their workers.

There was no marked variation in the wages earned by labourers during the year, but it appears from the rates of wages reported for workers in jute mills worked on the single and those on the multiple system of shifts that the former class of mills are worked at an appreciably monetary advantage to the workers.

The number of accidents reported during the year was 3,551 of which 66 were fatal, 1,165 serious and 2,320 minor or slight, there being an increase of 42 serious and 509 minor accidents and a decrease of 10 fatal accidents compared with the corresponding figures of the preceding year. The number of all classes of accidents increased by 541, but this represents an increase of only 0·09 per cent. of the total number of persons employed in factories. The enquiry instituted into the majority of these cases disclosed that they could not have been prevented by any fencing devices, that there was little, if any, neglect on the part of the Managers in taking reasonable or the prescribed precautions to ensure safety, but that the deceased or injured persons themselves or their fellow-workers were mainly responsible for not taking proper precautions or that the accidents could not be foreseen.

One hundred and twenty prosecutions were instituted during the year. Convictions were obtained in 105 cases, 3 ended in acquittal, 5 were withdrawn and 7 remained pending at the close of the year.

Bengal Steam Boiler Commission.

[Annual report of the Boiler Commission, Bengal, for the year 1927.]

291. The pay and the conditions of service of the inspecting staff of the Boiler Commission were revised with effect from April 1926. To enable the Commission to meet this increased expenditure, the scale of fees levied under Rule 12(2) of the Bengal Boiler Rules, for the grant of renewed certificates of boilers, was raised with effect from the 10th June 1927. The revised rates do not exceed the rates leviable in the other provinces, *e.g.*, Bombay, Madras, the Punjab, etc.

The Commission held 12 ordinary meetings for the transaction of business during the year. The total number of boilers on the register for Bengal was 4,996, and of these 171 were struck off. The staff inspected 3,951 boilers in Bengal, of which 125 were recommended for repairs as being defective, and 2 were condemned outright. The total receipts during the year amounted to Rs. 3,17,843, including Rs. 1,62,608 realised as fees for the inspection of boilers in Bengal. The total expenditure was Rs. 3,15,828, of which Rs. 1,76,788 was incurred on account of this province. The figures representing the total receipts and expenditure for the previous year were Rs. 2,74,979 and Rs. 2,64,906 respectively.

The Bengal Smoke Nuisances Commission.

292. The Commission held 13 meetings during the year. They continued their endeavours to give everimproving service to the public and the mill-owners and kept abreast of the latest trend in the scientific use of fuel and the latest achievements in industrial and domestic smoke abatement. The educational and co-operative policy adopted by the Commission has proved far more successful in smoke abatement than prosecuting owners, and to help the Commission further to deal with the public health aspect the Director of Public Health, Bengal, was appointed a member of that body. To give better service, the system of smoke observation was reorganised. As a result, the number of detected offences which are reported to the owners for their departmental action rose from 320 to 800 a month. The staff made 5,976 inspections and tests for educational purposes, disposed of 63 complaints, approved 69 plans of new installations, brought 7,433 minor offences to the notice of the owners and served 3 statutory warnings, but no prosecutions were instituted.

General smoke conditions improved by a reduction of the emission of smoke in average figures from .98 to .68 minutes per hour which is by far the lowest recorded.

The installation of 627 motors, equivalent to 4,383 horse power, within the system of the Calcutta Electric Supply Corporation, Limited, and the fitting by the Oriental Gas Company of 1,266 gas appliances for domestic and industrial use contributed to the reduction of atmospheric pollution.

Working of the Workmen's Compensation Act, 1923 (VIII of 1923).

[Report on the working of the Workmen's Compensation Act in Bengal during the year 1927.]

293. During the year under report the provisions of the Workmen's Compensation Act continued to be more widely known and the benefits accruing therefrom more generally appreciated. The number of claims from the Raniganj coalfields was, however, fewer than the number of accidents reported by the Chief Inspector of Mines in India, due to the general ignorance believed to be still prevalent amongst the mineworkers as to their rights under the Act. Considerable ignorance of the provisions of the Act also appeared to exist in certain engineering works, miscellaneous factories and small concerns like rice and oil mills, iron foundries, printing presses, etc. The larger jute concerns generally assisted their workmen in recovering compensation and commendable activity was shown by the Calcutta Claims Bureau (which represented the majority of insurance companies) in the proper settlement of *bona fide* claims. Some of the labour associations continued to interest themselves in furthering the claims of their members, and it is hoped that in those areas and trades in which there are no such organisations, knowledge of the Act will spread gradually through the workers concerned.

The Act, as passed by the legislature, is applicable only to lascars of steamers registered in India. As, however, a very large number of sea-going vessels registered elsewhere than in India are manned by Indian crews who are mostly natives of East Bengal, the majority of the seafaring people of the presidency remained outside the scope of the Indian Act. The shipping companies have, however, readily co-operated with Government in remedying this defect by accepting the conditions of compensation prescribed by the Indian Act as an additional stipulation in the articles of agreement of lascars. This course has now secured the end (that could not easily be attained by

legislation) by bringing Indian seamen within the provisions of the Act. Another measure of importance of the year under review was the extension, by a notification of the Government of India, of the provisions of the Act to persons engaged in loading, unloading and fuelling vessels in midstream.

Seven applications for compensation (under section 10 of the Act) were pending from the previous year and 111 new applications were filed during 1927, as against 54 in the preceding year. Of these 118 applications, 5 were withdrawn, 28 dismissed, 19 admitted by the opposite party, 54 allowed in full or part after contest and 12 remained pending at the close of the year. Thirty-one proceedings (involving Rs. 16,752) in connection with the distribution of compensation deposited with the Commissioner under sub-sections (1) and (2) of section 8 of the Act were pending from the previous year, 3 such deposits (involving Rs. 4,600) were received by transfer from other Commissioners, and 166 new deposits amounting to Rs. 1,55,341 were made by the employers during the year under report. In one of these cases, the sum deposited (Rs. 900) was refunded to the depositor there being no dependant left by the deceased workmen, and in 139 cases compensation amounting to Rs. 1,25,841 was distributed by the Commissioner. Thirty-one cases (involving Rs. 19,974) were transferred to other Commissioners and 29 cases (involving Rs. 25,377) remained pending at the end of the year. Only one application for review under section 6 and two applications for indemnification under section 12 of the Act were received, all of which were disposed of during the year under report. There was one application for the recovery of compensation under section 31, but the amount could not be recovered by the Commissioner before the close of the year.

Two hundred and thirty-four memoranda of agreements were presented for registration under section 28 of the Act, as against 227 in the previous year, and nine memoranda were pending at the close of the year 1926. Of these agreements 231 were for permanent disablement and 12 for temporary disablement. Three agreements were registered after modification, 231 were registered as they stood, and 1 was not registered, leaving 8 cases pending at the close of the year. Two references under section 27 of the Act were submitted to the High Court, of which 1 was disposed of during the year. One appeal preferred to the High Court against the decision of the Commissioner is still pending.

Statistical returns under section 16 of the Act were received from 1,406 concerns, showing the total daily average number of workmen employed as 637,470. The total number of

accidents reported in the returns was 1,867, of which 85 resulted fatally, 298 in permanent disablement, and 1,484 in temporary disablement, the amount of compensation paid in respect thereof being Rs. 53,583, Rs. 76,203 and Rs. 25,336 respectively. There was a case of occupational disease in which compensation amounting to Rs. 2,730 was paid to a compositor employed in the Bengal Government Press who fell a victim to lead-poisoning.

In addition to Rs. 16,575 (Rs. 16,110 capital plus Rs. 465 interest) which lay in the Commissioner's hands as a balance out of the amount invested during 1926 for the benefit of minor dependents, a further sum of Rs. 9,766 was invested during the year either in Post Office Savings Bank or Post Office cash certificates. Out of the total sum of Rs. 26,341, Rs. 9,229 was withdrawn and paid to dependants of workmen during the year.

TRADE.

Foreign Sea-borne Trade.

[Report on the Maritime Trade of Bengal for 1927-28.]

Trade position. 294. During the year 1927-28, the trade of Bengal was marked by steady progress and prosperity due to good crops, stable exchange, and more settled conditions at home and abroad.

The aggregate value of the sea-borne trade of Bengal (excluding treasure) with foreign countries and Indian ports amounted, during the year under review, to Rs. 279 crores, an excess of Rs. 20 crores over the total of last year.

In the foreign trade the total advanced from Rs. 221 crores to Rs. 238 crores, the imports increasing from Rs. 85 crores to Rs. 90 crores and the exports from Rs. 136 crores to Rs. 148 crores. In the actual goods, this improvement was by far greater than is indicated by the above figures, for the prices of the principal articles, such as piece-goods, sugar, iron and steel, and machinery on the import side, and jute and jute goods on the export side, were on a lower level than in 1926-27. Thus, while the import trade increased in volume by nearly 10 per cent. over the last year's figures, the export side was credited with record shipments of jute, and sustained exports at higher prices of shellac, tea and hides.

In the coasting trade, the total rose from Rs. 38 crores to Rs. 41 crores. This improvement was, however, secured by an advance of nearly Rs. 4 crores in the imports only, the exports showing a decline of about Rs. 1 crore.

Imports of Merchandise.

295. The following table shows the comparative importance of the principal articles in the import trade of Calcutta. Articles which form less than 0·5 per cent. of the total imports have been omitted from the list:—

	1926-27.	1927-28.	Percentage of proportion to total imports of merchandise.
	Rs.	Rs.	
Cotton goods	27,29,16,008	28,10,80,834	33·62
Metals and ores	9,88,55,552	10,53,14,482	12·60
Sugar	7,73,07,462	5,99,80,202	7·17
Machinery and mill work	4,11,04,702	5,20,28,034	6·22
Oils	3,50,77,881	4,77,57,980	5·70
Instruments, apparatus and appliances	1,70,39,166	1,95,15,832	2·38
Motor-cars, motor-cycles and parts thereof	1,49,59,378	1,76,83,044	2·12
Hardware, excluding cutlery and electro-platedware	1,69,63,374	1,75,34,477	2·10
Provisions and oilman's stores	1,51,81,010	1,53,75,099	1·84
Salt	89,41,272	1,26,64,173	1·51
Spices	1,65,10,179	1,10,42,007	1·32
Liquors, including methylated and perfumed spirits	98,41,920	1,07,20,745	1·28
Postal articles not specified	1,02,52,150	1,05,33,449	1·26
Tobacco	87,68,359	1,00,43,839	1·20
Railway plant and rolling stock	1,16,52,512	97,26,816	1·16
Chemicals and chemical preparations	93,77,477	96,44,702	1·15
Artificial silk	74,00,721	96,00,603	1·15
Woollen goods	74,07,387	92,17,607	1·12
Paper and paste-board	90,01,863	89,99,899	1·08
Glass and glassware	86,56,133	80,73,572	·07
Drugs and medicines (excluding chemicals and narcotics)	67,23,336	71,88,934	·86
Rubber	59,16,385	67,50,512	·81
Paints and painter's materials	54,14,498	58,96,105	·71
Cycles (other than motor-cycles)	41,52,572	51,70,542	·62
Tea-chests, entire or in sections	43,46,572	50,22,309	·60
Grains, pulse and flour	60,48,385	43,85,889	·52
Other articles	7,13,48,639	7,10,81,140	8·98
Total	80,02,70,196	83,60,50,783	100·00

The important items are separately dealt with in detail in the following paragraphs.

296. The total import of all kinds of liquors advanced from 1,873,000 gallons to 2,126,000 gallons, and the value from **Liquors.**

Rs. 98·4 lakhs to Rs. 107·2 lakhs. There was an increase in the receipt of spirits and beverages of all kinds except brandy, the import of which declined by 12,000 gallons. The imports of beer during 1927-28 exceeded the pre-war record figures of 1912-13. This was chiefly due to the importance of increased quantities of light beers produced in the United Kingdom, which are gaining in popularity in this country on account of their improved quality for tropical consumption. Japanese beers and beers produced in other countries including Germany continued to loose ground, but Dutch beers improved a little.

Sugar.

297. Civil turmoil in China and financial stringency in Japan had a lowering effect on the prices of Java sugar. Imports in the first half of the year was much below normal, due mainly to excess stocks in India, but a recovery in the later months brought the total up to 291,296 tons, valued at Rs. 5,65,43,432, against 323,887 tons, valued at Rs. 7,19,80,196, in the preceding year. As a result of the low prices of cane sugar, the trade in beet sugar virtually collapsed, only 1,080 tons being imported as against 11,193 tons in the previous year. Imports of molasses were steady at 85,922 tons against 86,479 tons in 1926-27.

Salt.

298. The total imports of salt into Bengal increased from 436,313 tons, valued at Rs. 102·75 lakhs, to 467,311 tons, valued at Rs. 145·89 lakhs. The United Kingdom made considerable recovery after her industrial troubles of the preceding year, and increased her supplies from 46,200 tons to 74,954 tons. Spain made considerable advance in her exports at rates which had a steadying effect on prices. Receipts from other countries were fairly steady except from Germany, where shippers had transport difficulties. Imports from Bombay were stimulated by the introduction of a new procedure under which duty is collected on landing at the port of arrival, instead of on the quantity loaded at the port of shipment. This year, though the supply was in excess of consumption, the clearances from bond exceeded direct deliveries ex-ship.

299. Imports of tobacco showed a decrease from 4,542,581 lbs. to 3,962,118 lbs., while the value rose from Rs. 87·68 lakhs to Rs. 100·44 lakhs. The duty on unmanufactured tobacco was raised from Re. 1 to Rs. 1-8 per lb. from the beginning of the year. This increase, following on the general lowering of duties on cigarettes two years ago, was responsible for the variation in the above figures. With the sudden rise in the prices of unmanufactured tobacco from which the principal Indian cigarette factories manufacture cigarettes, the consumption of imported leaf by these factories decreased by 580,000 lbs., and it is possible that this loss was further augmented by the arrangements introduced during the year for bonding unmanufactured tobacco.

300. The total quantity of mineral oil imported from all sources amounted to 127,717,167 gallons, valued at Rs. 8,35 lakhs, against 120,249,835 gallons, valued at Rs. 765·21 lakhs. Imports of Kerosine oil from Burma decreased by 24 per cent., but imports from America, which remained nearly at the previous year's high figure, were further supplemented by 8,400,000 gallons of Russian oil. Imports from Borneo were also unusually large.

Mineral oil.

Of the total amount of lubricating oil imported into Bengal, more than one-half came from Borneo, but imports from Burma showed a further decline.

The rapid growth of motor transport was reflected by the steady increase in the imports of petrol, the quantity of which had been doubled in three years.

There was a noticeable decrease in the imports of "white oil," which is used mainly as a constituent of artificial ghee and for cooking purposes from Germany. Imports of fuel oil also showed a slight decline.

301. The total number of motor-cars, motor-cycles, and motor-omnibuses (including vans and lorries) imported into Bengal amounted to 4,921, 815 and 1,910 respectively, against 4,177, 741 and 1,555 in the preceding year.

Motor vehicles.

Imports of motor-cars from the United Kingdom increased by about 42 per cent., and from the United States by about 44 per cent. Shipments from Canada, with the temporary closing of the Ford factories, fell from 922 to 511. There was also a slight drop in the imports from Italy and a slight rise in those from France.

Imports of motor-lorries and buses from the United Kingdom rose from 127 to 151, and those from the United States from 950 to 1,491.

The United Kingdom continued to monopolise the supply of motor-cycles.

In the tyre trade, imports from the United States advanced from 20,400, valued at Rs. 9·50 lakhs, to 45,000, valued at Rs. 20·50 lakhs. The imports from other principal sources showed considerable decline: the United Kingdom's share falling from 34,000, valued at Rs. 14 lakhs, to 31,500, valued at Rs. 13·50 lakhs.

302. The most notable feature in the trade of drugs, medicines and chemicals was the steady increase in the imports of miscellaneous drugs and chemicals. Although more than one-half of the total drugs was imported from the United Kingdom, imports from Germany advanced from Rs. 5·34 lakhs to Rs. 11·41 lakhs in value.

Drugs, medicines and chemicals.

Of the chemicals, the imports of sulphur rose from Rs. 10·50 lakhs to Rs. 13·24 lakhs in value, Italy being the principal supplier. The supplies of miscellaneous chemicals from the United Kingdom increased from Rs. 8·59 lakhs to Rs. 9·26 lakhs in value, but those from Germany declined from Rs. 6·72 lakhs to Rs. 4·79 lakhs.

Glassware and earthenware.

303. The total value of imports of glassware and earthenware fell from Rs. 103·02 lakhs to Rs. 97·55 lakhs, the total falling off being due to the fact that, although the number of bangles imported increased by 25 per cent., the increase was confined, in the main, to the cheap Japanese varieties, while the more expensive Czecho-Slovakian articles, as well as other European articles, suffered a severe setback.

Machinery and railway materials.

304. Imports of machinery and mill work, which suffered a setback during the year 1926-27 owing to the coal strikes in the United Kingdom, showed a gratifying advance from Rs. 411 lakhs to Rs. 520 lakhs. This improvement was mainly due to the increased importation of textile, tea and paper machinery, and, in particular, of jute mill machinery, the value of which rose from Rs. 64 lakhs to Rs. 94 lakhs, and of boilers, from Rs. 31 lakhs to Rs. 55 lakhs. An interesting development of this trade was that a brisk business was done in domestic refrigerators.

The largest share in this trade was, as usual, secured by the United Kingdom, her contribution being Rs. 441 lakhs, as against Rs. 335 lakhs in the previous year. The United States came next with Rs. 51 lakhs, and then Germany with only Rs. 15 lakhs.

Importations under the head "Railway plant and rolling stock" had a further fall, from Rs. 246·69 lakhs in the previous year to Rs. 234·09 lakhs, including Rs. 97·27 lakhs on private account and Rs. 136·8 lakhs on Government account. Imports of locomotives and tenders on Government account rose from Rs. 10 lakhs to Rs. 35 lakhs, and those of iron and steel sleepers from only Rs. 1,991 to Rs. 8·7 lakhs. The United Kingdom was again the chief supplier of railway plant and rolling stock, and was responsible for 76 per cent. of the imports. The Australian supplies were confined to wooden sleepers, and were on private railway account.

Metals and metal manufacture.

305. During the year under review the protection given to indigenous iron and steel was revised, and this necessitated considerable modification in the classification of "protected" and "non-protected" goods. It is, however, too early to estimate the effect of this revision by a mere analysis of statistics. According to the new classification, 335,458 tons of iron and steel, valued

at Rs. 624 lakhs, were subjected to protective duties; and of this quantity 240,012 tons, valued at Rs. 518 lakhs, were of British manufacture, and 52,356 tons, valued at Rs. 53 lakhs, were of Belgian manufacture. The total imports of non-protected types was 95,687 tons, and of this 39,427 tons came from the United Kingdom and 30,326 tons, valued at Rs. 33 lakhs, came from Germany.

Aided by lower prices the United Kingdom increased her supplies of aluminium from 12,533 cwts. to 23,777 cwts. The imports from America also rose from 15,867 cwts. to 18,361 cwts. Imports of brass sheathing from the United Kingdom rose from 61,515 cwts. to 62,288 cwts., but those from other countries fell from 15,740 cwts. to 6,166 cwts. There was, however, a considerable decline in the imports of unwrought brass from the United Kingdom, but those from other countries rose from 8,926 cwts. to 11,959 cwts.

Imports of unwrought copper from the United Kingdom advanced from 14,669 cwts. to 15,381 cwts. and those from America from 2,236 cwts. to 12,011 cwts., but those from Germany received a considerable setback; under the head "Wrought copper" British supplies advanced considerably at the expense of the German product.

306. The total imports of all kinds of papers and paste-boards rose from 518,946 cwts. to 581,463 cwts., but the value fell slightly from Rs. 90·62 lakhs to Rs. 90·00 lakhs. Imports of printing paper slightly exceeded the last year's figures in respect of tonnage, but decreased in value from Rs. 30·86 lakhs to Rs. 28·81 lakhs. This decrease was mainly due to the fact that goods of a slightly inferior grade were imported as a result of the Indian mills supplying a larger portion of papers free from mechanical wood. Improvements both in regard to tonnage and value were noticeable in the imports of writing paper, packing paper and old newspapers, but imports of paper manufactures assumed a normal level after exceptionally heavy imports in the two previous years.

Paper and
 paste-board.

307. During the year under review there was a further improvement in the imports of cotton goods in general, which showed an increase of 11 per cent. in quantity and 3 per cent. in value compared with the previous year's figures. This rise was attributed mainly to the healthy conditions of the trade that prevailed towards the end of the last financial year (1926-27), due to the low prices of American cotton, and consequent reduction of Lancashire quotations, and to the new business brought forward by the liquidation of stocks accumulated in the Calcutta market which was considerably accelerated by the restrictions

Cotton goods.

imposed on the forward booking by the Marwari Chamber of Commerce in November 1926. This healthy condition was, however, soon disturbed by the circulation of rumours about the results of the enquiry made into the Indian cotton industry by the Indian Tariff Board, which created uncertainty and uneasiness in the market for several months. This, together with the rise in the prices of cloth due to the advance in the prices of American cotton, and of yarns consequent on the policy of the Cotton Yarn Association in Lancashire, checked the flow of forward business considerably. But the collapse of the Cotton Yarn Association in November brought about a complete reversal of the situation, and such heavy orders were placed with Lancashire for January-March shipment that by the end of the year the market was overloaded. The United Kingdom was again the biggest supplier, but Japan did fairly good business owing to the popularity of her dhooties and her cheaper quotations. The Indian mills, taking advantage of the cheaper cotton prices prevailing at the end of the last year (1926-27), put through a substantial business, and the boycott agitation in Bengal, though it made no impression on the foreign trade, helped to stimulate it.

Imports of twists and yarns increased from 10 million lbs. to 14 million lbs. in quantity, and from Rs. 121·66 lakhs to Rs. 158·69 lakhs in value. A feature of this year's trade was the prominence of Chinese yarns in the market at the expense of Japan. Imports from China which in 1926-27 were 304,000 lbs., valued at Rs. 2,67,722, increased to 4,714,400 lbs. in quantity, and Rs. 45,66,757 in value. This increase was, however, not the result of any development of indigenous Chinese industry, but was due to the increased exportation by the cotton-spinning mills established by the Japanese in China. The total imports of piece-goods amounted to 987,739,575 yards valued at Rs. 25,10·31 lakhs against 884,541,309 yards, valued at Rs. 2,448·00 lakhs, in the previous year. Of this the United Kingdom supplied 855,283,430 yards, valued at Rs. 2,150·62 lakhs. Next to the United Kingdom came Japan, whose contribution amounted to Rs. 234·73 lakhs.

Silk and
artificial silk
piece-goods.

308. The total imports of silk and artificial silk goods advanced from 10,955,162 yards, valued at Rs. 77·14 lakhs, in the year 1926-27, to 14,171,319 yards, valued at Rs. 99·40 lakhs, during the year under review. The principal feature of the trade was the steady increase in the supply of artificial silk goods, which had a further advance from 10,494,236 yards, valued at Rs. 68·83 lakhs, to 13,464,831 yards, valued at Rs. 88·27 lakhs. The principal suppliers of these goods were Italy (29·76 lakhs) and the United Kingdom (29·68 lakhs). Next to these countries

came Germany, Switzerland and Czecho-Slovakia, whose contributions amounted to Rs. 11·88 lakhs, Rs. 7·32 lakhs and Rs. 4·36 lakhs respectively.

309. The total value of woollen goods of all kinds imported during the year amounted to Rs. 92·18 lakhs against Rs. 74·07 in the previous year. There was a reduction in quantity in the imports of woollen piece-goods, but owing to higher prices, there was no reduction in the value. The United Kingdom contributed Rs. 18·18 lakhs to this trade, Italy Rs. 10·71 lakhs, and France Rs. 8·02 lakhs. There was a striking increase in the imports of cheap coolie blankets from Italy, which reacted adversely on the imports of more expensive blankets from the United Kingdom and Germany. Woollen goods.

310. Of other articles, instruments, apparatus and appliances recorded a further advance from Rs. 170 lakhs to Rs. 195 lakhs. Electrical instruments advanced from Rs. 115 lakhs to Rs. 133 lakhs, the chief contributor being the United Kingdom. Imports of hardware recovered from Rs. 170 lakhs to Rs. 175 lakhs, the United Kingdom doing much better business than the United States or Japan. The trade in provisions and oilman's stores was well maintained at Rs. 154 lakhs, of which the United Kingdom secured Rs. 66 lakhs, Europe Rs. 53 lakhs, and other countries Rs. 35 lakhs. A very heavy drop in the receipts of betel-nuts from the Straits Settlements from Rs. 149 lakhs to Rs. 92 lakhs was responsible for the reduced value shown for spices. The value of postal articles not specified increased from Rs. 103 lakhs to Rs. 105 lakhs. There was a decline from Rs. 7·97 lakhs to Rs. 6·82 lakhs in the total value of cigarettes, jewellery, precious stones, cinematograph films, and gold and silver thread imported through the post. Smaller purchases of wheat from Australia reduced the total value of imports of grain, pulse and flour from Rs. 60 lakhs to Rs. 44 lakhs. Imports of paints and painters' materials recorded further improvement from Rs. 54 lakhs to Rs. 59 lakhs, the United Kingdom advancing her share of the trade from Rs. 33 lakhs to Rs. 37 lakhs. Imports of tea-chests improved from Rs. 43 lakhs to Rs. 50 lakhs, and those of bicycles, from Rs. 42 lakhs to Rs. 52 lakhs. Building and engineering materials recorded a recovery from Rs. 29 lakhs to Rs. 34 lakhs, due mainly to the higher value of imports of cement other than Portland cement and of asphalt. Imports of raw wool improved from Rs. 4 lakhs to Rs. 12 lakhs, due chiefly to increased imports from Australia, while those of matches decreased considerably owing to the development of the local match-making industry, the total value realised being Rs. 6·47 lakhs only against Rs. 61·87 lakhs in 1921-22. Other articles.

311. The total value of imports from foreign countries into the port of Chittagong advanced from Rs. 165 lakhs to Rs. 282 lakhs; the United Kingdom secured 87 per cent. of this trade. This heavy increase was due to importation by the Assam-Bengal Railway, on a much larger scale, of iron and steel, machinery and railway materials. There was also a noticeable increase in the imports of salt, the value of which advanced from Rs. 13·71 lakhs to Rs. 20·87 lakhs.

Export of Merchandise.

312. Exports of Indian merchandise from the port of Calcutta increased from Rs. 1,26,33,53,896 to Rs. 1,37,67,38,779. The comparative importance of principal articles exported from Calcutta is shown in the following table:—

	1926-27.	1927-28.	Percentage of proportion to total merchandise exported.
	Rs.	Rs.	
Jute manufactures	53,06,70,413	53,46,83,543	38·84
Jute, raw	25,58,49,537	29,08,88,862	21·13
Tea	18,75,97,390	21,52,27,738	15·64
Lac	5,42,94,570	6,91,12,746	5·02
Hides and skins, raw	4,83,99,050	5,78,89,223	4·20
Grain, pulse and flour	3,23,01,263	3,59,64,814	2·61
Metals and ores	2,62,18,475	3,37,59,550	2·45
Seeds	2,61,35,138	3,15,67,839	2·29
Opium	2,11,84,000	1,99,08,000	1·45
Dyeing and tanning substances	48,56,384	80,75,983	·59
Mica	93,57,493	73,91,700	·57
Coal, coke and patent fuel	80,70,293	76,36,572	·55
Oil-cakes	52,67,842	73,48,974	·53
Cotton, raw	64,01,257	71,77,423	·52
Postal articles	47,59,542	61,13,845	·44
Manures	58,89,186	56,06,195	·41
Hemp, raw	59,36,339	53,67,027	·39
Woollen manufactures	35,27,438	46,57,789	·34
Spices	27,58,907	39,12,369	·28
Provisions and oilman's stores	23,53,173	27,10,688	·20
Paraffin wax	26,41,612	26,06,090	·19
Apparel (excluding hostery, boots and shoes)	17,24,850	18,66,055	·14
Kapok	19,51,116	16,32,602	·12
Oils	11,82,623	13,99,685	·10
Drugs and medicines	18,17,362	13,63,689	·10
Instruments	12,79,792	13,41,455	·10
Tobacco	5,00,539	13,33,798	·10
Cordage and rope	13,17,241	10,82,734	·08
Saltpetre	11,28,139	9,79,359	·07
Bristles	6,73,691	7,63,488	·06
Animals, living	7,67,682	7,26,962	·05
Fruits and vegetables	8,19,294	5,97,721	·04
Leather	3,94,601	5,77,810	·04
Fodder, bran and pollard	4,79,966	5,18,848	·04
Other articles	45,43,738	43,38,023	·32
Total Indian Merchandise	1,26,33,53,896	1,37,67,38,779	100·00

Grain, pulse
and flour.

313. During the year under review the total exports under the head "Grain, pulse and flour" increased in quantity from 160,522 tons to 177,788 tons, and, in value, from Rs. 3,23·01 lakhs to Rs. 3,59·65 lakhs. In spite of the high prices ruling during the year, the total quantity of rice exported from Calcutta increased from 109,189 tons, valued at Rs. 2,37·32 lakhs, to

126,883 tons, valued at Rs. 2,77.07 lakhs, increased purchases being made by all importing countries except Ceylon, which reduced her demands from 16,939 tons to 8,150 tons. Although shipment of wheat from the whole of India improved, Calcutta's exports of that commodity fell from 785 tons to 421 tons, Hong-kong taking the bulk of it. Shipments of wheat flour further decreased from 2,310 tons to 2,065 tons, but those of barley increased from 256 tons to 1,962 tons, due to a revival in orders from the United Kingdom.

Exports of pulses also decreased from 47,186 tons to 45,768 tons in quantity, and from Rs. 77.05 lakhs to Rs. 74.12 lakhs in value.

314. The tea industry of Bengal enjoyed another satisfactory season. Although the outturn of the tea crop fell short of the last year's figures by nearly 3 million lbs. due to unfavourable weather conditions, and prices were generally higher, exports from Calcutta advanced from 228,839,221 lbs., valued at Rs. 18,75.97 lakhs, to 238,073,947 lbs., valued at Rs. 21,53.28 lakhs. The United Kingdom, which is practically the world's market for tea, was again the chief purchaser and absorbed nearly 80 per cent. of the total shipments from Calcutta. Shipments to the rest of the world decreased by 3 million lbs. to 49 millions lbs., only Russia and China showing improved interest. Exports of tea waste also improved from 1.41 million lbs. to 3.91 million lbs., the United Kingdom again taking the bulk of the shipments. Exports of tea seed also rose from 252 tons to 308 tons of which Sumatra alone took 174 tons.

315. Exports of coal to foreign ports decreased from 640,527 tons, valued at Rs. 80.34 lakhs, to Rs. 631,115 tons, valued at Rs. 75.72 lakhs. This falling off may be attributed to the exceptionally heavy shipments to the United Kingdom last year, due to the prolonged miners' strike in England.

316. The total exports of lac (manufactured and raw) fell from 585,548 cwts. to 534,309 cwts., but the value rose from Rs. 5,42.95 lakhs to Rs. 6,91.13 lakhs, due solely to the general rise in the prices. The decrease, which was most marked in the case of raw materials, was mainly due to a sharp contraction in the demands from the United States, Germany, and the Netherlands, which increased shipments to the United Kingdom and Belgium failed to balance.

317. The year was a prosperous one for this trade, which was greatly stimulated by the world shortage of hides and leather. The total exports of all kinds of hides and skins from Calcutta increased from 31,610 tons to 39,749 tons in quantity, and from Rs. 4,87.37 lakhs to Rs. 5,83.81 lakhs in value. After a bad

Hides and
skins.

drop in 1926-27, exports of hides to the United Kingdom recovered considerably. The northern countries of Europe, Germany, Scandinavia, Finland, and Belgium increased, but Spain, Italy, and Turkey decreased their purchases. In raw skins, the United States maintained her supremacy by appropriating 73 per cent. of this trade, her total takings increasing from 13·44 millions to 14·36 millions in number, and from Rs. 2,55 lakhs to Rs. 2,85 lakhs in value. Lizard skins continued to be in great demand. It recorded a further increase, from 1,355,342 pieces, valued at Rs. 22·22 lakhs, to 1,802,630 pieces, valued at Rs. 29·50 lakhs. France as usual secured the largest share by appropriating two-thirds of this trade, but demands from Germany and the United States also increased. This promising trade had since received a severe check by the orders of the Government of Bengal prohibiting the slaughter of iguanus with effect from the 1st March 1928.

**Metals and
ores.**

318. The total exports of metals and ores during the year improved from 301,418 tons to 423,886 tons in quantity, and from Rs. 86·52 lakhs to Rs. 1,25·40 lakhs in value. The United Kingdom, after her steady recovery from the effects of the coal strikes, increased her demands from 41,250 tons to 157,613 tons. Increased purchases were also made by France, Germany, Norway, Sweden, the Netherlands and the United States, while shipments to Belgium and Japan considerably decreased. There was no business in ferro-manganese during the year. Exports of pig iron advanced from 309,405 tons, valued at Rs. 1,39·55 lakhs, to 393,209 tons, valued at Rs. 1,78·72 lakhs, due principally to the increased takings by Japan, the United States, the United Kingdom and Germany. The total value of the exports of other metals and ores (consisting chiefly of old iron and steel for Japan and Italy) improved in value from Rs. 32·90 lakhs to Rs. 36·94 lakhs. The demand for ores other than manganese was poor, the quantity shipped declining from 5,111 tons to 797 tons only, of which bauxite accounted for 332 tons and chromite for 229 tons.

Mica.

319. The quantity of mica exported fell from 73,063 cwts., valued at Rs. 93·57 lakhs, to 69,799 cwts., valued at Rs. 78·92 lakhs; the bulk of the trade consisted of splittings which declined in quantity from 62,513 cwts., to 60,048 cwts., and in value from Rs. 68·45 lakhs to Rs. 53·75 lakhs. The principal customers were the United Kingdom, the United States and Germany. Block mica continued in poor demand. The quantity exported fell from 10,550 cwts. to 9,751 cwts., but the value due to better prices increased slightly from Rs. 25·13 lakhs to Rs. 25·17 lakhs.

Oil-seeds and
vegetable oil.

320. There was a considerable improvement in the exports of all kinds of oil-seeds, which rose from 125,128 tons, valued at Rs. 2,53.94 lakhs, to 149,217 tons, valued at Rs. 3,04.68 lakhs. Shipments of linseed increased from 113,606 tons to 133,795 tons in quantity, and in value from Rs. 2,25.96 lakhs to Rs. 2,62.20 lakhs, due mainly to the United Kingdom increasing her takings. Exports of rape seed also increased from Rs. 81 lakhs to Rs. 5.84 lakhs, due to increased demands from Norway, Spain and the Netherlands. There was further improvement in the exports of castor seed from Rs. 18.72 lakhs to Rs. 29.16 lakhs, due chiefly to the larger purchases by the United Kingdom. Improvement was also noticeable in the exports of mustard seed, and, while there was revival of the shipments of cotton seed, ground-nut and mowa seed, exports of poppy, til and other seeds declined. Exports of vegetable oil of all sorts, which fell off considerably last year, advanced from 454,423 gallons, valued at Rs. 11.65 lakhs to 554,273 gallons, valued at Rs. 13.97 lakhs. Mauritius took more than half of the mustard oil, and all the ground-nut oil; Natal and Australia most of the castor oil; and the Straits Settlements and the Philippines most of the linseed oil. There was a marked recovery in the total trade in oil-cakes, which advanced from 52,786 tons to 72,513 tons in quantity, and Rs. 52.68 lakhs to Rs. 73.49 lakhs in value. The reason for this improvement was the heavy increase in the demand for linseed-cake, which expanded in quantity from 13,144 tons to 37,390 tons, and in value from Rs. 17.37 lakhs to Rs. 41 lakhs, due mainly to increased demands from the United Kingdom. Shipments of rape and sesamum-cakes sustained a further fall from 35,536 tons to 31,313 tons, due to reduce demands from Japan, the principal customer. Exports of ground-nut-cakes showed considerable decrease, owing to a reduction of purchases by Ceylon.

321. In spite of the decline in the general cotton trade of India, 8,385 tons of cotton, valued at Rs. 71.77 lakhs, were exported from Bengal during the year, against 7,080 tons, valued at Rs. 64.01 lakhs, in the previous year. The exports of cotton manufactures from Calcutta were negligible.

Cotton and
cotton manu-
facture.

322. The hemp grown in this country, though slightly inferior in quality to that of Manila hemp, can bear comparison with the Italian and Russian product. In spite of this, no recovery was recorded in this trade, as it fetched lower prices owing to the deterioration in the quality caused by the defective methods adopted in preparing and baling the fibre. The total quantity shipped during the year improved slightly from 319,043 cwts. to

Hemp.

341,801 cwts.; but, owing to the facts mentioned above, the value decreased from Rs. 59·36 lakhs to Rs. 53·67 lakhs. Belgium continued to be the principal purchaser, but, in spite of low prices offered, reduced her takings from 197,755 cwts. to 176,445 cwts. The United Kingdom and France also reduced their requirements, but Germany, the United States, Italy and Greece increased their demands.

Jute and
jute manufac-
tures.

323. The jute business of Bengal had had a prosperous year, and surpassed all previous records. There was a record shipment of 1,734,590 tons, valued at Rs. 82,55·73 lakhs, against 1,536,211 tons, valued at Rs. 78,65·20 lakhs in the previous year. Owing to a bumper crop in 1927, which was much augmented by the surplus stock of the previous year, the supplies were abundant, and consistent demands for both manufactured and unmanufactured articles kept the prices practically steady throughout the year, and prevented any demoralisation of the market. The total profits of the Indian jute mills in 1927 amounted to Rs. 6·67 crores as against Rs. 2·73 crores shown in the 1926 balance sheets. Collections of jute cess for the Calcutta Improvement Trust adjusted during the year increased from Rs. 11·43 lakhs to Rs. 13·36 lakhs.

During the year under report exports of raw jute increased from 677,197 tons, valued at Rs. 25,58·50 lakhs to 851,431 tons, valued at Rs. 29,08·89 lakhs. Prices for the first marks which stood at Rs. 62·8 at the beginning of the year fell gradually to Rs. 55 by the end of May. This fall in the prices led to heavy demands from the foreign consuming centres, and this, together with an improvement in the hessian prices and gloomy prospect of jute crops due to want of rain, the jute districts suddenly brought about a change in June, and prices advanced till Rs. 75 was reached by the middle of August. Thereafter, the prices fluctuated between Rs. 69 and Rs. 59·8 for some time, and at length it settled down to Rs. 63, which continued till the close of the year. Germany continued to be the largest buyer; the value of her total purchases increased from Rs. 7,34·06 lakhs to Rs. 8,36·49 lakhs. Next to Germany came the United Kingdom, whose purchases amounted to 198,218 tons, valued at Rs. 6,79·30 lakhs, against 153,465 tons, valued at Rs. 5,39·44 lakhs, and, while all other important and minor consumers increased their purchases, the United States curtailed their demands from 79,277 tons to 74,041 tons.

During the year under review shipments of gunny bags advanced further from 447 millions to 462 millions, but their

value decreased from Rs. 24,31·37 lakhs to Rs. 23,21·09 lakhs. The improvement in the number was due to increased exports of sacking bags at the expense of hessian bags, and the former being much cheaper articles than the latter was responsible for the reduction in the total value. Australasia, though again the largest purchaser, purchased much less than in the previous year; but satisfactory recovery was noticed in the purchases by the United Kingdom, Chile and Peru. Shipments to Hongkong also continued to improve, but those to certain North American countries, Mexico and San Salvador fell off.

The trade in gunny cloth increased from 1,501,806,765 yards, valued at 28,41·94 lakhs to 1,551,915,629 yards, valued at Rs. 29,92·04 lakhs, due chiefly to the increased purchases by the United States. The Argentine and Canada also increased their orders, but the United Kingdom and Australasia continued to reduce their purchases. Improvements were also recorded in the shipments to the Philippines, the Straits Settlements, Portuguese East Africa, Turkey in Europe and Norway.

324. The export trade in saltpetre experienced a further Saltpetre. decline from 95,122 cwts., valued at Rs. 11·28 lakhs, to Rs. 86,441 cwts., valued at Rs. 9·79 lakhs. Although Ceylon continued to absorb the bulk of the trade, her demands were curtailed from 66,551 cwts. to 58,640 cwts. The United Kingdom also cut down her purchases from 15,000 cwts. to 10,760 cwts., while Hongkong, once a big customer, took nothing, against 2,588 cwts. in the previous year. Mauritius was the only country to increase her purchases from 3,128 cwts. in the previous year to 12,682 cwts.

325. There was a slight drop in the shipments of opium due Opium. to the restrictions on the exports being rigidly enforced. Exports of opium, through private agencies, amounted to 7,570 cwts., valued at Rs. 1,99·08 lakhs, against 7,760 cwts., valued at Rs. 2,11·84 lakhs. Shipments on Government account decreased slightly from 3,199 chests to 3,097 chests, of which 2,217 chests went to the Straits Settlements, 543 chests (medicinal opium) to the United Kingdom, 223 chests to Hongkong, 94 chests to British Borneo and 20 chests to Ceylon.

326. There was a very marked improvement in this trade, Dyeing and
tanning
substances. the total quantity expanding from 28,125 tons to 52,061 tons, and the value from Rs. 48·56 lakhs to Rs. 80·76 lakhs. This satisfactory result was attributed to the heavy increase in the total shipments of myrobalans, which advanced in quantity from 27,240 tons to 51,223 tons, and in value from Rs. 42·21 lakhs to Rs. 74·46 lakhs. The United Kingdom and the United States

more than doubled their demands. Of the total export of myrobalan extract, 1,425 tons, or nearly half of the total exports, were taken by the United Kingdom, the balance being shared by Germany, Sweden and other smaller customers.

Indigo.

327. Shipments of indigo improved from 952 cwts. to 1,363 cwts., but owing to lower prices, the value advanced from Rs. 2·85 lakhs to only Rs. 4·06 lakhs. The United Kingdom increased her takings from 268 tons to 450 tons and thereby displaced Mesopotamia from her leading position which she hitherto maintained. Exports of cutch and gambier and safflower and turmeric resulted in a further decline from Rs. 3·23 lakhs to Rs. 1·79 lakhs, due to less demands from all the consumers.

Other articles.

328. Of the articles not separately referred to above, articles exported by post recorded the highest value, showing an improvement from Rs. 48 lakhs to Rs. 61 lakhs. There was a setback in the exports of manures, the value dropping from Rs. 59 lakhs to Rs. 56 lakhs, owing to less demands for bones from Japan, and for sulphate of ammonia from Ceylon. Shipments of woollen manufactures recovered from Rs. 33 lakhs to Rs. 47 lakhs, due chiefly to a revival of orders for carpets and rugs from the United Kingdom and the United States. Larger orders for pepper from the Straits Settlements and for chillies from Ceylon raised the value of spices from Rs. 28 lakhs to Rs. 39 lakhs. Exports of provisions fell off from Rs. 29 lakhs to Rs. 27 lakhs, due to the Straits Settlements reducing her demands for ghee while the shipments of paraffin were maintained at the last year's figure, viz., Rs. 26 lakhs; those of kapok dropped from Rs. 20 lakhs to Rs. 16 lakhs, due to France, Australia and the Netherlands reducing their purchases. Exports of Indian tobacco leaf improved from Rs. 5 lakhs to Rs. 13 lakhs, Japan increasing her purchases from Rs. 2 lakhs to Rs. 10 lakhs. Re-export of raw wool improved from Rs. 20 lakhs to Rs. 31 lakhs, due to the United States increasing her purchases from Rs. 8 lakhs to Rs. 20 lakhs.

Foreign
exports from
Chittagong.

329. Exports from Chittagong to foreign countries continued to improve, the value advancing from Rs. 7,75 lakhs to Rs. 8,70 lakhs. This improvement was due to increased shipments of tea, which advanced from 76 million lbs., valued at Rs. 6,49 lakhs, to 77 million lbs., valued at Rs. 6,96 lakhs, and those of raw jute, the value of which advanced from Rs. 1,12 lakhs to Rs. 1,52 lakhs. The United Kingdom was again the biggest participant of this trade, her share being 90 per cent., or 3 per cent. less than that in the previous year. Both the United States and Germany improved their shares by 1 per cent. each.

330. The following table shows the distribution of the import and export trade of Calcutta:—

	Imports.			Exports.		
	1926-27.		1927-28.	1926-27.		1927-28.
	Value. Rs. (lakhs).	Percentage to total imports.	Value. Rs. (lakhs).	Percentage to total imports.	Value. Rs. (lakhs).	Percentage to total exports.
United Kingdom ..	44,76.63	55.87	47,57.86	56.91	27,47.48	33,39.49
British Possessions ..	4,67.51	5.84	4,37.43	5.23	20,29.83	19,10.59
Germany ..	4,27.73	5.34	3,87.84	4.64	9,81.40	12,21.54
France ..	77.44	0.97	81.87	.98	5,22.65	5,42.07
Belgium ..	1,49.14	1.86	1,44.05	1.72	3,15.91	2,76.47
Italy ..	1,42.61	1.78	1,69.19	2.02	2,38.25	2,36.39
Java ..	7,35.96	9.18	6,28.68	7.52	2,48.17	2,09.64
Japan ..	4,98.58	6.22	5,31.33	6.35	3,81.39	3,83.99
United States ..	5,78.21	7.21	5,89.13	7.04	28,67.70	30,05.32
South America ..	0.01	....	4.73	.06	9,29.70	10,51.90
Other Countries ..	4,58.43	5.73	6,28.40	7.53	14,27.15	16,60.95
Total ..	80,12.25	100.00	83,60.51	100.00	126,89.63	1,38,38.35
						100.00

Both the import and export trade of the United Kingdom with Calcutta, which had been interrupted in 1926 by her serious labour troubles, improved considerably, the total value advancing from Rs. 72,23.11 lakhs to Rs. 80,97.35 lakhs. On the import side, the total value of the United Kingdom's supply advanced from Rs. 44,77 lakhs to Rs. 47,58 lakhs. All principal articles showed better business, except railway materials, which recorded a loss of Rs. 24 lakhs. In the supply of cotton goods, the United Kingdom maintained her supremacy, and in spite of lower prices, her total transactions amounted to Rs. 22,56 lakhs. Other noticeable advances in her supply were in regard to machinery and mill work, the value of which increased by Rs. 1,05 lakhs; metals, chiefly iron and steel, by Rs. 78 lakhs; and cigarettes by Rs. 20 lakhs. On the export side, the recovery in industrial activity caused a marked increase in her demands for raw materials, the principal amongst them were raw jute, lac and seeds, the value of which advanced by Rs. 1,40 lakhs, Rs. 78 lakhs and Rs. 38 lakhs respectively. Shipments of tea, helped by higher prices, rose from Rs. 3,07 lakhs to Rs. 17,96 lakhs, and demands for other articles were generally satisfactory except those for jute manufactures, the value of which decreased by Rs. 22 lakhs.

Imports from all British possessions and dependencies, except from Ceylon, the Union of South Africa and Mauritius, declined. Ceylon reserved much of her trade in cocoanut oil; but smaller sales of wheat by Australia, of betel-nuts by the Straits Settlements, of motor-cars and tyres by Canada, and of articles through post by Hongkong were responsible for the lower value recorded for the countries named. There was, however, some further improvement in the sale of salt by Aden and of cloves by Zanzibar.

Exports to all British possessions and dependencies improved, except to Australia, Ceylon, and Mauritius. Australia took more linseed but less gunny bags, gunny cloth and tea; Ceylon more coal but less rice; Mauritius less jute manufactures. The Straits Settlements also took less jute manufactures, but made up the deficit by larger orders for pepper, and an increase in the value of exports by post. The increase of trade with Canada, Hongkong, and the Union of South Africa was chiefly due to larger shipments of jute manufactures. There was also an improvement in the shipment of rice to the Bahrein Islands, Aden and British Guiana.

Germany experienced a setback in her trade with Calcutta, her supplies falling from Rs. 4,28 lakhs to Rs. 3,88 lakhs. She improved her trade in iron and steel by Rs. 7 lakhs to Rs. 8 lakhs, and gained some ground in her sales of woollen goods, artificial silk and umbrella fittings, aniline dyes and glassware, but these increases were heavily discounted by smaller business in sugar, cotton goods, copper, brass, spelter, machinery, white oil, salt, toys, drugs and medicines, hardware, beer, paper and paste-board, wood pulp and paints and colours. Exports to Germany, on the other hand, made a smart recovery from Rs. 9,81 lakhs to Rs. 12,22 lakhs. Of Germany's purchases, raw jute, in spite of lower prices, advanced in value from Rs. 7,34 lakhs to Rs. 8,36 lakhs, raw hides and skins from Rs. 1,07 lakhs to Rs. 1,57 lakhs, and lac from Rs. 51 lakhs to Rs. 1,03 lakhs. Appreciable increase was also noticed in her purchases of linseed, myrobalans, mica and raw cotton. Imports from France improved owing to better business done in metals, chiefly iron and steel, woollen goods, motor-cars and motor-cycles, liquors, and apparel, while motor tyres and tubes were the only items that showed a noticeable deficit. The value of exports to France advanced by Rs. 19 lakhs to Rs. 5,42 lakhs. Her purchases of raw jute increased from Rs. 3,45 lakhs to Rs. 3,66 lakhs, and her orders for seed, principally linseed, were maintained at Rs. 70 lakhs. She also took more manganese ore and myrobalans, but required less raw skins, lac, kapok and raw hemp. Imports from Belgium decreased in value, due to a further contraction in her sales of metals from Rs. 89 lakhs to Rs. 83 lakhs. A similar contraction was also recorded in the export side, due to her reduction in the purchases of raw jute, the value diminishing from Rs. 1,66 lakhs to Rs. 1,57 lakhs. She also took less linseed, gunny bags and raw hemp, but her purchases of lac and bones increased to some extent. Imports from Italy made a remarkable advance from Rs. 1,43 lakhs to Rs. 1,69 lakhs, due to further increase in her sales of artificial silk and cotton goods, woollen goods, sulphur, and articles through post, but exports to that country showed no marked features. Russia, for the first time since 1924-25, sent some Kerosine oil, and after a lapse of ten years made heavy purchases of tea; Austrian imports continued to be small, as usual, and consisted chiefly of paper and paste-board, paper-making materials, cotton and woollen manufactures, hardware, and glassware. The continued improvement in imports from other countries in Europe was contributed to by increased sales of wood pulp by Norway, paper and paste-boards by Norway and Sweden, white cotton piece-goods by the Netherlands, artificial silk piece-goods by Switzerland, and salt by

Spain. The recovery on the export side was the result of larger purchases of hides and lac by Sweden, raw jute and raw hides and skins by the Netherlands, raw jute by Spain, and gunny bags by Turkey in Europe.

Compelled by poorer prices, Java reduced her supplies of sugar, and also did not require so many gunny bags as in the previous year. Japan sold more cotton piece-goods, glass bangles, hardware, camphor, paper and paste-board, umbrella fittings, earthenware and porcelain and toys, but less cotton hosiery, cotton twist and yarn, metals, chiefly brass, haberdashery and millinery, matches and logs for match-making. Exports to Japan improved slightly, heavier shipments of pig iron, raw jute, linseed, lac and raw cotton making up shorter despatches of gunny bags, oil-cakes and bones. Imports from China increased considerably, due to a marked increase in her sales of cotton twist and yarn from Rs. 3 lakhs to Rs. 46 lakhs, and also to her increased supply of tea and silk goods. Exports to China made a happy recovery, due principally to larger shipments of tea and raw jute.

Exports of rice to Arabia and gunny bags to Asiatic Turkey increased considerably, and so also the general trade with the other countries in Asia due, as regards imports, to larger receipts of mineral oil from Dutch Borneo and Persia, and raw hemp from the Philippines, and, as regards exports, to larger shipments of jute manufactures to the Philippines, Siam and Indo-China.

Egypt took more rice, and while she took less tea, and no coal, made good these losses by taking more raw jute, gunny bags and linseed. The improvement in the general trade with the other countries in Africa was due to the improved value of salt imported from Italian East Africa, and to larger orders for paraffin, wax and jute manufactures from Portuguese East Africa.

Imports from the United States improved a little from Rs. 5,78 lakhs to Rs. 5,89 lakhs. Owing to the oil war, the value of their transactions in mineral oil dropped from Rs. 2,30 lakhs to Rs. 2,13 lakhs. Some business was also lost in tobacco, metal, hardware, railway plant and rolling stock, but the total value of the loss sustained thereby was more than compensated by the increased value realised by the sales of motor-cars and motor-cycles, tyres and tubes, electrical instruments, machinery, paper and paste-board and chemicals. On the export side, though owing to the recovery made by the United Kingdom the United States lost the position she gained in the previous year

as Calcutta's best customer, her purchases made a satisfactory advance from Rs. 28,68 lakhs to Rs. 30,05 lakhs. Business in jute manufactures, which formed more than half of this trade, improved in value from Rs. 18,63 lakhs to Rs. 19,38 lakhs, and the loss sustained in the sale of gunny bags was well covered by the sale of hessian cloth, the total value of which advanced from Rs. 17,73 lakhs to Rs. 18,82 lakhs. Orders for lac improved from Rs. 3,06 lakhs to Rs. 3,09 lakhs, and for raw hides and skins, chiefly goat skins, from Rs. 2,07 lakhs to Rs. 2,51 lakhs. The only items which showed a slackening off in demand were raw jute, the value accentuated by lower prices, fell from Rs. 2,88 lakhs to Rs. 2,63 lakhs, and mica from Rs. 48 lakhs to Rs. 28 lakhs.

The striking recovery in the exports to South America was brought about by an increase in the demand for jute manufacture by the Argentine, Chile, and Porto Rico. Peru and Cuba reduced their orders for gunny bags, but the latter made up her deficit by larger purchases of rice.

Coasting Trade.

[Report on the Maritime Trade of Bengal for 1927-28.]

331. The total trade of Calcutta with other maritime provinces advanced from Rs. 31,04 lakhs to Rs. 32,20 lakhs, a slight weakening in exports being balanced by an improvement in imports.

332. The import trade of Calcutta advanced from Rs. 16,15 lakhs to Rs. 17,86 lakhs, Burma, as usual, absorbing the bulk of it. **Imports.**

Burma improved her supplies from Rs. 9,28 lakhs to Rs. 10,68 lakhs, due chiefly to the increased sale of rice and paddy which rose from Rs. 1,11 lakhs to Rs. 2,93 lakhs, and of teak from Rs. 1,85 lakhs to Rs. 2,01 lakhs; and, although imports of mineral oil dropped from Rs. 4,26 lakhs to Rs. 4,00 lakhs, and of lac from Rs. 65 lakhs to Rs. 38 lakhs, these losses were more than compensated by the gains mentioned above. Bombay increased her despatches of grey cotton piece-goods from Rs. 1,49 lakhs to Rs. 2,09 lakhs, of cotton twist and yarn from Rs. 33 lakhs to Rs. 55 lakhs, of raw cotton from Rs. 7 lakhs to Rs. 13 lakhs, and of salt from Rs. 13 lakhs to Rs. 19 lakhs, while her supplies of coloured cotton piece-goods dropped heavily from Rs. 24 lakhs to Rs. 8 lakhs, and of white piece-goods from Rs. 10 lakhs to a little over a lakh. Madras improved her trade in grey

cotton piece-goods from Rs. 14 lakhs to Rs. 16 lakhs, and in coloured cotton piece-goods from Rs. 6 lakhs to Rs. 16 lakhs. She also sent more spices, chiefly pepper, tea, tobacco and turmeric, but these increases were discounted by the contraction in the supplies of cotton twist and yarn from Rs. 82 lakhs to Rs. 70 lakhs, cocoanut oil from Rs. 60 lakhs to Rs. 50 lakhs, and raw cotton from Rs. 34 lakhs to Rs. 25 lakhs. Sind improved her position by increasing her sales of rape seed from Rs. 97,220 to Rs. 7 lakhs, but the supply of rice from Bihar and Orissa was smaller than in last year.

Exports.

333. The export trade of Calcutta fell off slightly from Rs. 14,89 lakhs to Rs. 14,34 lakhs, due chiefly to the decline in the export of jute manufactures. Shipments of coal, which was the only important item to record improved trade, advanced in quantity from 1.44 million to 1.81 million tons, and in value from Rs. 1,93 lakhs to Rs. 2,30 lakhs. Shipments to Bombay declined from 367,708 tons to 352,266 tons, and to Sind from 177,306 tons to 142,565 tons; but Burma increased her orders from 468,454 tons to 790,110 tons, and Madras from 369,587 tons to 437,575 tons. The only other items to show some improvement was tea, the shipment of which advanced in value from Rs. 49 lakhs to Rs. 53 lakhs. Exports of jute manufactures contracted from Rs. 4,68 lakhs to Rs. 3,69 lakhs. Burma, the principal buyer, reduced her purchases of gunny bags from Rs. 2,40 lakhs to Rs. 1,87 lakhs; shipments to Bombay also dropped from Rs. 48 lakhs to Rs. 27 lakhs. Of the other items showing a loss in trade were spices, which, due to smaller purchases of betel-nuts and chillies by Burma, dropped from Rs. 99 lakhs to Rs. 65 lakhs; cotton twist and yarn from Rs. 58 lakhs to Rs. 51 lakhs; rice, due to shorter shipments to Madras, from Rs. 30 lakhs to Rs. 20 lakhs; and ghee from Rs. 34 lakhs to Rs. 30 lakhs.

PUBLIC WORKS.

Buildings and Roads.

**Revenue and
expenditure.**

334. The revenue realised during the year amounted to Rs. 9.88 lakhs of which Rs. 6.61 lakhs were provincial.

The expenditure totalled Rs. 128.44 lakhs, including about Rs. 20.93 lakhs for "Establishment, tools and plant." Of this total Rs. 9.77 lakhs were for "Central works," Rs. 16.51 lakhs for "Provincial works (reserved)" and Rs. 66.55 lakhs for "Provincial works (transferred)," Rs. 8.11 lakhs were

expended on "Contribution works," and Rs. 2·65 lakhs on "Grants-in-aid" and Rs. 3·91 lakhs on "60—Civil works not charged to revenue."

335. The store godown in the compound of the Photo-Litho Office, Calcutta, was completed. A chemical fire extinguisher apparatus was supplied to the Dhurumtolla Press Building. Additions and alterations to the old Post and Telegraph Office at Darjeeling were completed. The Post and Telegraph Office with Sub-Postmasters' quarters at Contai, quarters of the Telephone Exchange staff, at Asansol, Income-tax offices and officers' quarters at Jalpaiguri and Rangpur were still in progress. Owing to erosion of the river Jamuna at Serajganj, the site of the European Cemetery there was removed to a new site at a safe distance from the river.

Central
buildings.

336. Rupees 49·41 lakhs were expended under the "Transferred" head and Rs. 2·39 lakhs under the "Reserved" head.

Provincial
buildings.

Education buildings accounted for Rs. 8·31 lakhs, buildings in connection with General Administration Rs. 10·19 lakhs, buildings relating to Administration of Justice, Police, Medical, Jails and other civil works Rs. 28·60 lakhs.

Of the several works completed, the more important ones were section buildings for the Police Department at Taltola, Bartola and Muchipara; Public Vehicles Department buildings, Calcutta; Duplicate Refrigerating Plant at the new Police Morgue, Calcutta; new sets of quarters for Laboratory Assistants, Bengal Engineering College, Sibpur; quarters for the Principal, Veterinary College, Belgachia; and electric lift in the centre of the main block in Writers' Buildings, Calcutta; Guru Training Schools at Amtala (Howrah), Krishnagar, Midnapore and Berhampore; Munsifs' quarters at Kalna and Raiganj; Munsifi buildings at Serampore, Kandi, Rajbari, Hatya and Chikandi; Distillery Superintendent's quarters at Bankura; Sub-Registry Office at Kushtea; Hindu Hostel for the Krishnagar College; Medical School at Burdwan; Mining Instructor's quarters at Asansol; Subdivisional Officers' Courts at Saidpur and Gopalganj (Faridpur); Subdivisional Officer's residence at Madaripur; Agricultural Farm buildings at Malda; Sub-Deputy Collector's residence at Bongaon; residence for the Ship-Surveyor at Chittagong and a Muhammadan hostel for Chittagong College. The Bankura District Jail was converted into a Borstal Institution and a Sub-Jail.

The following works were in course of construction, the most important was the Bengal Legislative Council Chamber. The work has been administratively approved at a cost of Rs. 25,57,000 to be met from "60—Civil works not charged to

revenue." This work is being done under the supervision of Mr. John Greaves, the Architect. The other important works are a 2nd storey over the Sub-Judge's Court building at Alipore and over the nurses' quarters, Campbell Hospital, Sealdah; Kapalitola married sergeants' quarters; quarters for married Deputy Commissioners and Inspectors, Lal Bazar; section buildings for the Police Department at Barabazar, Falta, and Shampukur; extension and improvements to the Presidency College, Calcutta; extension of Eden Hospital, Medical College, Calcutta; settlement record-room at Burdwan; Collectorate record-room at Pabna; and Civil Court record-room at Rangpur; confessing under-trial prisoners' ward at Contai; Civil Surgeon's quarters at Burdwan; Agricultural Farm buildings at Krishnagar; additional buildings for Serampore Weaving Institute; Subdivisional Court building at Nilphamari; Collector's residence at Pabua; residence for the Principal, Rajshahi College; Hindu Hostel for Zilla School at Jalpaiguri; combined office and quarters for the Public Works Department Sectional Officer at Sardah; Medical Schools at Jalpaiguri and Chittagong; Munsifi building at Tangail; 3 Munsifs' residences at Manikganj; additions and alterations to the Civil Court building at Khulna; extension of Sadar Registration Office at Dacca; Slipway and Screw Pile Jetty at Narainganj; quarters for the Inspector of Agricultural School and hostel for teachers under training at Dacca; new Reserve Police Lines at Barisal; conversion of the new Government House, Dacca, into an Intermediate College; High English School at Bhola; hostel for the Ahsanullah School of Engineering at Dacca; Guru Training School at Jessore; Weaving Institute at Dacca; and additions and alterations to the Medical School at Dacca; No. 85, Lower Circular Road, Calcutta, was acquired for use as a Juvenile Court and House of Detention for Juvenile Offenders. Considerable progress was made with the construction of the civil station at Alipore Duars.

The Consulting Architect, Bengal, has submitted the following report regarding the more important projects prepared in his office :—

Report by the Consulting Architect to the Government of Bengal on the Architectural Work of the Province for the year 1927-28.

HOSPITALS.

Calcutta (Presidency Circle).

(1) *Medical College, Eden Hospital Extension.*—This building was commenced in September 1926 and was completed up to

13 ft. high all through 2nd floor by the end of February 1928. Various details were supplied for this project during the year. The estimated cost of the project is Rs. 6,04,256.

(2) *Medical College: Additions to Pathological and Physiological Block.*—Building was commenced in August 1926 and is still under construction. The estimated cost of the above is Rs. 99,189.

(3) *Small-pox Ward: Campbell Hospital, Sealdah.*—A line plan and approximate estimate amounting to Rs. 1,15,292 for this project was submitted to the Superintending Engineer for inspection and criticism.

Barisal (Eastern Circle).

(4) *Hospital for Reserve Police Lines.*—The building was commenced in December 1927 and is now under construction at an estimated cost of Rs. 68,090.

EDUCATION.

Calcutta (Presidency Circle).

(5) *Proposed Extension to Demonstration School, David Hare Training College, Ballygunge.*—Sketch plans were prepared for 2-storeyed building. Project submitted to the authority concerned with an approximate estimate amounting to Rs. 57,800 for administrative approval.

(6) *Proposed Women's Training College and School, Ballygunge.*—Sketch plans were prepared for the project consisting of—

- (1) Main building—3-storeyed, college and hostel.
- (2) Staff quarters—3-storeyed, for 100 students.
- (3) Kindergarten, Superintendent's quarters—2-storeyed.
- (4) Principal's quarters—2-storeyed.
- (5) Servant's quarters—single-storeyed.

Project submitted to the Education Department with an approximate estimate amounting to Rs. 10,74,000.

(7) *New Observatory Building, etc., Presidency College.*—Complete revised working drawings were supplied for this project. The building was commenced in December 1927 and is now under construction. The estimated cost of this project is Rs. 57,263.

(8) *School of Tropical Medicine: Extension.*—A sketch plan and an approximate estimate amounting to Rs. 1,59,000 were prepared for the proposed wing to the east end of the existing building and forwarded to the Director of the Calcutta School of Tropical Medicine for disposal.

Bhola (Eastern Circle).

(9) *Government High School.*—Complete working drawings and various full size details were supplied for this project. The building was commenced in January 1928 and built up to plinth level by the end of March 1928. The estimated cost of this project is Rs. 78,582.

Jalpaiguri (Northern Circle).

(10) *Medical School.*—Complete working drawings were supplied to Superintending Engineer; the site has been cleared and the building is about to start. The revised estimated cost of this project is Rs. 2,70,000.

Serampore (Central Circle).

(11) *Government Weaving Institute.*—Complete working drawings and details were prepared and submitted to Superintending Engineer. Building was started recently. The estimated cost of this project is Rs. 1,12,955.

RESIDENTIAL BUILDINGS.

Calcutta (Presidency Circle).

(12) *Principal's quarters: Bengal Veterinary College, Bel-gachia.*—The building was commenced in September 1926 and completed and handed over on 31st August 1927. The cost of the building as per revised estimate amounted to Rs. 45,998.

(13) *Presidency College: Servant's Quarters.*—Working drawings were prepared and supplied to Superintending Engineer for the preparation of estimate.

(14) *Quarters for three Deputy Superintendents, Bengal Government Press, Chetla.*—Revised sketch plans and approximate estimate amounting to Rs. 67,000 were prepared and supplied. The project has since been abandoned under the order of Government.

Burdwan (Central Circle).

(15) *Medical School Hostel.*—Commenced in May 1925. Estimated cost, Rs. 1,54,310; is now nearing completion.

Bankura (Central Circle).

(16) *Hostel for Wesleyan College.*—Sketch plans were prepared and submitted to the Education Department for approval of the Governing Body of the College.

Krishnagar (Central Circle).

(17) *College Hostel.*—Complete drawings and details were supplied. The building commenced in August 1926 and was completed July 1927. The actual cost after completion is Rs. 87,451.

Dacca (Eastern Circle).

(18) *Hostel: Ahsanullah School of Engineering.*—Various details were supplied during the year and the building is now under construction, having commenced in September 1927. The estimated cost of the above up to date is Rs. 1,23,531.

COURTS AND OFFICES.

Calcutta (Presidency Circle).

(19) *Sub-Judge's Court Building, Alipore.*—Complete working drawings and details for 2nd storey over the Sub-Judge's Court were supplied to Superintending Engineer. The building was commenced in September 1927 and is in progress. The estimated cost of the above is Rs. 76,567 (structural portion only).

(20) *High Court: Extension.*—Sketch plans were prepared to provide record-rooms, etc., and submitted to Superintending Engineer to prepare an estimate.

(21) *Rebuilding of Nos. 5 and 6, Government Place.*—Sketch plans were prepared for a new office building on the site and submitted to Government for consideration.

Serampore (Central Circle).

(22) *Treble Munsifi.*—The building commenced in July 1925 and was practically completed during the year at an estimated cost of Rs. 64,765.

Chandpur (Eastern Circle).

(23) *Quadruple Munsifi.*—The building was commenced in June 1925 and completed and made over in June 1927. Estimated cost of this project was Rs. 1,42,445 and actual cost up to January 1928 is Rs. 1,10,542. Final account not yet closed.

Pabna (Northern Circle).

(24) *Collector's Record-room.*—Complete working drawings were supplied for this project. The building commenced in June 1927 and is now under construction. The estimated cost of the above is Rs. 44,400.

POLICE.

Calcutta (Presidency Circle).

(25) *Public Vehicles Department, Ballygunge: Main Building.*—This building was commenced in February 1926 and completed in August 1927. Actual cost Rs. 3,63,094.

Out-houses.—Consisting of 2-storeyed servant's quarters, shed for registration of horses, platform for measuring horses, etc., compound wall, railing and W. I. gates, etc. Estimated cost Rs. 79,270.

(26) *Moochipara Section House.*—The building was commenced in June 1925 and practically completed by the end of March 1927 at an estimated cost of Rs. 1,37,119.

(27) *Traffic Control Barracks, Pora Bazar.*—Revised sketch plans were prepared and a revised estimate amounting to Rs. 1,61,708, submitted to Government.

The following schemes were prepared and submitted to the Commissioner of Police for obtaining administrative approval:—

(28) *Alipore Section House.*—Sketch plans and an approximate estimate amounting to Rs. 1,75,550.

(29) *Tollygunge Section House.*—Sketch plans and an approximate estimate amounting to Rs. 1,14,000.

(30) *Quarters for the 4th Company, Calcutta Armed Police, Pora Bazar.*—Sketch plans and an approximate estimate amounting to Rs. 1,61,750.

(31) *Entally Section House.*—Sketch plans and an approximate estimate amounting to Rs. 1,45,450.

(32) *Chitpore Section House.*—Sketch plans showing reconstruction of the above in partly 3 and partly 2-storeyed buildings; estimate amounting to Rs. 1,37,650.

(33) *Cossipore Section House.*—Sketch plans for a 3-storeyed building with an approximate estimate amounting to Rs. 1,39,150.

(34) *Beliaghata Section House.*—Sketch plans and an approximate estimate amounting to Rs. 1,49,900.

(35) *Beniapukur Section House*.—Sketch plans and an approximate estimate amounting to Rs. 1,50,500.

(36) *Sintha Outpost*.—Sketch plans for single-storeyed building to accommodate two head-constables and 20 constables with necessary office-room, duty-room and telephone-room, etc. Approximate estimate amounting to Rs. 31,000.

(37) *Ekkalpore Sub-Section House*.—Sketch plans of 4-storeyed building to accommodate three officers, two Assistant Sub-Inspectors, 6 head-constables and 40 constables with necessary outhouses. Approximate estimate amounting to Rs. 1,08,300.

(38) *Gobra Outpost*.—Two alternative sketch plans were prepared with an approximate estimate amounting to Rs. 22,000. The accommodation provided in this building for one head-constable and 10 constables. This is a single-storeyed building.

(39) *Tangra Outpost*.—This is single-storeyed building. Approximate estimate amounting to Rs. 21,250.

(40) *Burtola Section House*.—This building (4-storeyed high) provides in addition to the usual office accommodation barrack space for 93 constables and four flats for officers. Works commenced in September 1926 and was completed and made over during the year under review at a cost of Rs. 1,31,217.

(41) *Taltala Sub-Section House, Corporation Street*.—The remaining details were supplied for this building which was commenced in July 1926 and completed and made over during the year under review.

(42) *Married Sergeants' Quarters, Chittaranjan Avenue*.—Complete working drawings were prepared and supplied to the Superintending Engineer. The building which was commenced in December 1927 is now in progress. The building is a 4-storeyed one, consisting of 12 flats for married sergeants with servants' quarters on the roof. Estimated cost Rs. 1,15,417.

(43) *Married Quarters for Deputy Commissioner and Inspectors, etc., Lall Bazar*.—This is a 4-storeyed building to provide accommodation for 19 married sergeants, 34 single sergeants and one Deputy Commissioner, with a drill hall on the ground floor. Details were supplied for this building, which was commenced in May 1927, and was in progress throughout the year. The estimate of the above, which was sanctioned last year, amounting to Rs. 5,51,388, has been reduced to Rs. 4,11,530.

(44) *Barracks at Strand Road*.—Sketches for this building were prepared and submitted to Superintending Engineer to prepare an approximate estimate.

Communica-
tions.

337. The total expenditure on communications during the year was Rs. 34,95,019 of which Rs. 2,78,358 was spent on central communications.

The total length of metalled roads in the province rose from 3,434 to 3,463 miles and the length of unmetalled roads from 34,261 to 34,490 miles. These figures include 2,538 miles of metalled and 33,763 miles of unmetalled roads maintained by district and local funds, but exclude roads maintained by municipalities.

The following works were in progress during the year:—

- (1) Improvements to the Barrackpore Trunk Road, which has been taken over by Government from the District Board of the 24-Parganas.
- (2) Improvements to portions of the Rishi Road from Tista Bridge to Kalimpong.
- (3) The widening and improving of the Rinkingpong Road (now called the Ridge Road) at Kalimpong.
- (4) The construction of a new unmetalled road from Alipore to Rajabhatkhowa and of a metalled road from Mainaguri to Dhupguri, including the training and bridging of the Jaldhaka river. The work in connection with the latter road was practically finished, and excellent progress was made with the bridge, which will, it is hoped, be completed and opened to traffic in March 1929.

The widening of the Grand Trunk Road from the 7th to the 19th mile, with the exception of 3 diversions, was completed. The construction of the road from Rangamati to Waggasurra, leading to Chandraghona in Chittagong Hill Tracts, which was in progress last year, and the metalling of the last 2½ miles of the Jainti-Dhowla Road in the Duars were also completed.

Darjeeling.

338. Special repairs to the roads in the Darjeeling district were practically completed, and several wooden bridges in the Duars were replaced by permanent structures, while work was still in progress on some others.

Arboriculture.

339. Arboricultural operations on some of the roads in the Duars of the Jalpaiguri district were carried on as far as funds permitted.

Establishment.

340. To facilitate the erection of the new Legislative Council Chamber building at Calcutta, a special temporary

division, called the Council Chamber (Construction) Division, was created, with Mr. W. B. Cairns as Executive Engineer, and Inspector of Works in charge.

Hitherto, the Chief Engineer of the Roads and Buildings Branch was also the Secretary to Government in that branch. The two functions were separated with effect from the 2nd July 1928, the Chief Engineer being thus allowed greater freedom for the discharge of his professional duties in touring and discussing designs and estimates with subordinate officers while remaining the Principal professional adviser of Government. His secretarial duties were undertaken by one of the Civil Secretaries.

Mr. R. C. Hodgson, Superintending Engineer, has been appointed to succeed Mr. G. G. Dey, as Chief Engineer, from 23rd October 1928.

The question of the establishment of a new service to take the place of the "I.S.E." is under consideration.

The construction of a new Council Chamber for the Bengal Legislative Council at Calcutta having been administratively approved, a special temporary division, called the Council Chamber (Construction) Division, was formed with effect from the 5th March 1928 to facilitate the work, and a special Executive Engineer and Inspector of Works, Mr. W. B. Cairns, recruited on contract, was placed in charge of the work.

To fill up shortages in the cadre of the Bengal Engineering Service, two Assistant Engineers have been recruited during the year.

Railways.

341. All the important lines of railway in this province are under the direct control of the Government of India. The following light railways are to some extent under the control of this Government:—

Administration.

		Gauge.	Length in miles.
1.	Darjeeling-Himalayan Railway	.. 2' 0"	51·07
2.	Bengal Provincial Railway (Tarkeswar to Tribeni)	.. 2' 6"	33·27
3.	Howrah-Amra Light Railway	.. 2' 0"	43·87
4.	Howrah-Sheakhala Light Railway	.. 2' 0"	10·75
5.	Barasat-Basirhat Light Railway	.. 2' 6"	52·24
6.	Jessore-Jhenidah Railway	.. 2' 6"	36·75
Total			230·05

342. The Dinajpur-Pirganj Section of the Dinajpur-Ruhaa Railway (length 24 miles) was opened for all kinds of traffic during the year. The total mileage of railways in Bengal opened to

traffic on 31st March 1928 was 3,249·08 miles. In the last year's report it was shown as 3,288·92 miles. This reduction in mileage is probably due to the abandonment by the railway authorities of sidings and ghât lines of which no information is received by this Government.

Surveys.

343. The following surveys were sanctioned by the Railway Board during the year:—

- (1) A preliminary survey by the Assam-Bengal Railway for a metre-gauge line from Gauripur in Mymensingh district to Mankachar in Assam with a branch from Bongaon to Jamalpur, a distance of about 100 miles.
- (2) A reconnaissance survey by the Bengal-Duars Railway for a line from Bagrakote in Jalpaiguri district to Sivoke in Darjeeling district, a distance of about 7 miles.
- (3) A reconnaissance survey for a line of railway to connect the eastern end of the extension of the Bengal-Duars Railway with the southern end of the Cooch Behar Section of the Eastern Bengal Railway near Gitaldah, a distance of about 50 miles.
- (4) A preliminary engineering survey and traffic investigation by the East Indian Railway for a line on the 2 ft. gauge from Champadanga to Tarkeswar in the Hooghly district, a distance of 6 miles.

New construction.

344. The following lines were sanctioned for construction during the year:—

- (1) A broad-gauge railway from Kalukhali station on the Eastern Bengal Railway to Bhateapara, with a branch from Madhukhali to Kamarkhali, a distance of about 53 miles.
- (2) A broad-gauge railway from Abdulpur to Nawabganj on the Eastern Bengal Railway system, a distance of 55·18 miles.
- (3) A metre-gauge railway from Feni to Belonia on the Assam-Bengal Railway system, a distance of about 16·88 miles.

Chittagong-Nazirhat Railway.

345. The Government of Bengal have agreed to the acquisition of the land required for the Chittagong-Nazirhat line on the Assam-Bengal Railway system being proceeded with, pending the sanction of the Railway Board to the construction of the line.

346. The first section of the railway from Dinajpur to Pirganj, 24 miles long, was opened, in the presence of a large gathering of people, on the 15th February 1928, by His Excellency the Governor of Bengal.

Dinajpur-Ruha
Railway.

The railway opens up a large area of agricultural country north of the metre-gauge main line of the Eastern Bengal Railway between Katihar and Parbatipur, which previously was unserved by a railway, communications being by kutchra roads only which were liable to submersion for long periods during floods.

347. The preliminary investigations made by the Assam-Bengal Railway authorities in connection with this project showed that its construction was worth undertaking.

Megna Bridge
at Bhairab.

348. Proposals for railway communication in the area between Dacca and Aricha have been under consideration for several years. The line has been surveyed and the project report and estimates were under consideration by the Railway Board.

Dacca-Aricha
Railway.

349. The reconnaissance survey of this line, of the success of which the Agent, Assam-Bengal Railway, is sanguine, has been completed. The portion from Mymensingh to mile 64 lies in Bengal and the remainder in Assam.

Gauripur
(Mymensingh)-
Gauhati
Railway.

350. This line has been surveyed and the project report and estimates are under preparation by the authorities of the Eastern Bengal Railway. It will form a link between the East Indian and the Eastern Bengal Railways and will furnish a direct route between Eastern Bengal and the coalfields.

Sainthia-
Berhampore
Hals Railway.

351. Proposals for the construction of a ropeway from Kalimpong to Rieng have been received from Messrs. Gillanders, Arbuthnot and Company, and the project is under consideration by this Government.

Kalimpong-
Riang.
Ropeway.

IRRIGATION DEPARTMENT.

Canals (Irrigation and Navigation).

[Administration Report of the Irrigation Department for the year 1927-28.]

352. The demand for an expansion of irrigation from the streams which flow through the districts of Bankura, Birbhum

Constitution
of the depart-
ment.

and Midnapore necessitated certain changes in the constitution of the department. A new division, called the Bankura Division, was formed with headquarters at Bankura with three subdivisions at Bankura, Suri and Midnapore. The division was placed under the Superintending Engineer, South-Western Circle.

Capital and
revenue
accounts.

353. The transactions of the department for the year 1927-28 are shown in the following statement, in so far as they relate to irrigation and navigation works:—

Capital Account.

Head.	Amount of construction estimate.	Expenditure during 1927-28.	Expenditure to end of 1927-28.	Balance for expenditure from 1st April 1928.
	Rs.	Rs.	Rs.	Rs.
WORKS FOR WHICH CAPITAL AND REVENUE ACCOUNTS ARE KEPT.				
<i>A.—Irrigation Works.</i>				
(1) Productive—				
Direct	80,51,475	4,51,611	8,22,137	72,29,338
Indirect	2,54,102	8,402	6,361	2,47,741
Total ..	83,05,577	4,55,013	8,28,498	74,77,079
(2) Unproductive—				
Direct	83,08,728	..	83,08,728	..
Indirect	1,85,325	..	1,85,325	..
Total ..	84,94,053	..	84,94,053	..
<i>B.—Navigation Works.</i>				
(1) Productive—				
Direct	2,49,49,000	- 8,747	14,01,426	2,35,47,574
Indirect	5,26,000	- 52	46,201	4,79,799
Total ..	2,54,75,000	- 8,799	14,47,627	2,40,27,373
(2) Unproductive—				
Direct	3,27,55,435	80,862	3,15,48,735	12,06,700
Indirect	3,71,395	1,525	5,05,837	- 1,94,442
Total ..	3,31,26,830	41,387	3,21,14,572	10,12,258
Total works for which capital and revenue accounts are kept	7,54,01,460	4,87,801	4,28,84,750	3,25,16,710

Revenue Account.

Heads.	Receipts.	Working expenses.			Net Revenue.
		Direct.	Indirect.	Total.	
	Rs.	Rs.	Rs.	Rs.	Rs.
WORKS FOR WHICH BOTH THE CAPITAL AND REVENUE ACCOUNTS ARE KEPT.					
<i>A.—Irrigation Works.</i>					
Unproductive	2,93,161	2,01,456	789	2,02,245	90,916
<i>B.—Navigation.</i>					
Unproductive	8,47,759	16,37,628	11,081	16,48,709	- 8,00,950
Total ..	11,40,920	18,39,084	11,870	18,50,954	- 7,10,034

354. The following statement shows the areas irrigated, as compared with the average of the triennium ending March 1927:—

	Midnapore Canal.			Eden Canal.		
	Kharif (including hot weather).	Rabi.	Total.	Kharif (including hot weather).	Rabi.	Total.
Average of the triennium ending March 1927 ..	75,322	..	75,322	21,650	485	22,135
For 1927-28. ..	70,786	2,174	78,960	23,013	270	23,283

The following statement shows the lengths of canals and distributaries which were in operation:—

	Midnapore Canal.	Eden Canal.
	Miles.	Miles.
Main Canal Irrigation	53.00	27.5
Branch Canals	16.75	..
Distributaries, including minor and village channels	284.97	17.6
Navigation channels	69.75	..

355. The following statement shows the traffic on the navigable canals during 1927-28 as compared with the average of the triennium ending March 1927:—

				Midnapore Canal.		Hijli Tidal Canal.		Calcutta and Eastern Canals.	
				Average of triennium ending March 1927.	For the year 1927-28.	Average of triennium ending March 1927.	For the year 1927-28.	Average of triennium ending March 1927.	For the year 1927-28.
Length of open canals	..	..	Miles	69½	69½	49½	49½	1,184	834
Receipts ..	..	..	Rs.	58,534	50,978	97,834	45,048	4,40,215	4,37,840
Tonnage of boats by canal measurement ..	..	..	Tons	355,542	323,873	234,824	119,435	1,054,031	1,278,270
Estimated weight of cargo ..	..	..	Tons	31,601	31,294	71,355	29,922	729,980	721,634
Estimated value of goods ..	..	..	Rs.	52,41,640	49,23,410	52,15,635	45,00,299	6,55,29,265	6,70,70,832
Estimated value of rafts ..	..	..	Rs.	15,711	10,100	4,304	555	8,02,205	15,33,872

				Sunderbans Steamer Route.		Madaripore Bull Route.		Orissa Coast Canal.		Nadia Rivers.	
				Average of triennium ending March 1927.	For the year 1927-28.	Average of triennium ending March 1927.	For the year 1927-28.	Average of triennium ending March 1927.	For the year 1927-28.	Average of triennium ending March 1927.	For the year 1927-28.
Length of open canals	..	..	Miles	350	350	38	38	54½	54½	485½	478½
Receipts ..	..	..	Rs.	57,464	60,932	5,88,349	2,68,510	33,357	248	Thrown open to free navigation from the 1st September 1923.	
Tonnage of boats by canal measurement ..	..	..	Tons	....	70,990,504	949,597	2,636,005	129,050	79,001		
Estimated weight of cargo ..	..	..	Tons	....	....	1,475,657	942,369	41,303	30,923		
Estimated value of goods ..	..	..	Rs.	....	....	20,30,14,331	12,50,58,702	42,00,919	29,82,497		
Estimated value of rafts ..	..	..	Rs.	....	....	8,496	14,005	2,740	120		

In accordance with the instructions of the Government of India, the discharges of certain rivers as shown below were recorded during the year:—

South-Western Circle (River Damodar).

Date.	C. ft. per second.		
	Jujuty.	Salalpur.	Jamalpur.
1927.			
1st April	279	649	693
16th April	262	434	438
1st May	265	87	78
16th May	700	778	377
1st June	1,890	1,708	1,406
16th June	1,203	1,142	979
1st July	2,999	1,824	1,551
16th July	24,964	7,937	7,281
1st August	65,109	47,586	40,982
16th August	8,985	5,713	5,325
1st September	15,843	6,999	6,070
16th September	5,287	5,582	7,950
1st October	6,590	4,199	5,117
8th October	68,794	22,603	21,582
16th October	3,407	3,999	4,262
23rd October	1,285	1,883	1,747
1st November	704	1,120	1,327
16th November	499	1,287	1,304
1st December	563	606	727
16th December	536	398	478
1928.			
1st January	394	341	323
16th January	238	205	191
1st February	2,417	1,730	1,540
16th February	413	312	806
1st March	313	91*	231*
16th March	175	16*	221*

N.B.—The discharges marked * (from 28th February 1928 to 31st March 1928) were percolation discharges below the sand dam at Jujuty.

Table of Discharges of Important Rivers in the Bankura Division during the months of September and October 1927.

September 1927.

Name of river.	Maximum.		Minimum.		Average.	
	Date.	Cusecs.	Date.	Cusecs.	Number of days gauged.	Cusecs.
<i>Birbhum subdivision.</i>						
More at Khatanga ..	3rd ..	5,947	22nd ..	253	30	1,333
More near Sainthia ..	5th ..	3,917	22nd ..	124	30	1,580
Brahmini at Kashianala ..	15th ..	532	23rd ..	87	30	273
Bansloi at Palsa ..	6th ..	2,676	23rd ..	31	30	473
Bakreswar at Bishalpur ..	13th ..	73	26th ..	8	30	19
Kopai at Adityapur ..	9th ..	248	27th ..	46	30	84
Kopai at Labpur ..	11th ..	977	22nd ..	158	23	270
Dwarka at Kankar ..	14th ..	1,024	22nd ..	104	30	463
<i>Bankura subdivision.</i>						
Darkeswar at Bhalaidiha ..	10th ..	1,926	22nd ..	547	29	414
Beraí at Karanjani ..	3rd ..	224	29th ..	123	30	50·4
<i>Midnapore subdivision.</i>						
Dolong at Feku ..	15th ..	797	27th ..	218	30	405
Champa at Murakati ..	15th ..	577	28th ..	15	30	27·6
Kowari at Sagbandi ..	3rd ..	153	22nd ..	21·4	30	51·1
Baital at Amdia ..	10th ..	198	29th ..	11·8	30	31·3

October 1927.

<i>Birbhum subdivision.</i>						
More at Khatanga ..	1st ..	3,897	31st ..	78	31	713
More near Sainthia ..	2nd ..	5,898	30th ..	94	31	857
Brahmini at Kashianala ..	2nd ..	830	10th ..	142	12	408
Bansloi at Palsa ..	1st ..	4,191	12th ..	72	12	579
Bakreswar at Bishalpur ..	6th ..	70	30th ..	6	31	17
Kopai at Adityapur ..	8th ..	121	28th ..	23	31	54
Kopai at Labpur ..	..	..	..	..	..	..
Dwarka at Kankar ..	6th ..	350	30th ..	36	31	106
<i>Bankura subdivision.</i>						
Darkeswar at Bhalaidiha ..	6th ..	2,657	31st ..	147	31	220
Beraí at Karanjani ..	6th ..	222	24th ..	8·8	29	42·5
<i>Midnapore subdivision.</i>						
Dolong at Feku ..	3rd ..	1,318	29th ..	112	28	297
Champa at Murakati ..	2nd ..	93	22nd ..	8·1	31	21·3
Kowari at Sagbandi ..	5th ..	648	22nd ..	11·9	31	26·5
Baital at Amdia ..	2nd ..	121	23rd ..	8·2	31	22·7

Details of Discharge Observations of the River Ajay at Satkhonia.

Date.					Cusecs.
1927.					
1st April	..	..	..	..	59
15th April	..	..	..	..	27
1st May	..	..	..	..	19
15th May	..	..	..	..	41
1st June	..	..	..	..	202
15th June	..	..	..	..	267
1st July	..	..	..	..	926
15th July	..	..	..	..	1,075
1st August	..	..	..	..	7,640
15th August	..	..	..	..	962
1st September	..	..	..	..	1,183
15th September	..	..	..	..	1,923
2nd October	..	..	..	..	5,879
9th October	..	..	..	..	2,932
15th October	..	..	..	..	347
22nd October	..	..	..	..	280
1st November	..	..	..	..	267
16th November	..	..	..	..	155
1st December	..	..	..	..	92
17th December	..	..	..	..	56
1928.					
3rd January	..	..	..	..	46
15th January	..	..	..	..	48
1st February	..	..	..	..	268
15th February	..	..	..	..	62
1st March	..	..	..	..	11
15th March	..	..	..	..	3

356. There were no changes in the heads of accounts under which receipts and expenditure of the department are adjusted. Classification of works.

Embankment and Drainage Works.

357. The expenditure on embankments and drainage works including charges for establishment and tools and plant was Rs. 13,24,206 against Rs. 12,69,521 in 1926-27. Expenditure.

358. The total length of embankments of all classes maintained by Government was 1,298 miles 3,360 feet—the same as in the preceding year. Lengths of embankments.

359. The Rajapore, Burrojolla, Howrah and Dankuni Drainage Works in the district of Howrah were maintained at a cost of Rs. 18,350 against Rs. 34,889 in the previous year. Works carried out under—
(a) Bengal Drainage Act, VI of 1880.

The maintenance and repairs of the works in connection with the drainage of Berhampore town and flushing the Bistupur Bheel cost Rs. 1,559 against Rs. 1,052.

(b) Bengal
 Sanitary Drain-
 age Act, VIII
 of 1895.

360. The Magrahat Drainage Scheme, which was carried out under the Sanitary Drainage Act, was maintained at a cost of Rs. 33,071 against Rs. 32,737 of the previous year.

(c) Bengal
 Embankment
 Act, II of
 1882.

361. The Churrial Drainage Works were maintained at a cost of Rs. 1,700 against an expenditure of Rs. 1,596 in the previous year.

The transactions of the year are briefly described in the following summary, which is divided for convenience into circles of superintendence.

South-Western Circle.

Major Irrigation Works (Unproductive).

Midnapore Canal.

Capital outlay.

362. No capital expenditure was incurred on the canal during the year.

The total capital outlay to the end of the year was Rs. 83,08,728.

Rainfall.

363. The rainfall at Midnapore was 53·01 inches compared with 80·54 inches of the previous year.

Irrigation.

364. The area irrigated from the canal was 78,960 acres against 74,032 in 1926-27. The cash realisation on account of water rates was Rs. 2,10,754, of which Rs. 5,151 were remitted, against Rs. 1,80,877 and Rs. 2,575 respectively of the previous year. The total demand for water rates including arrears was Rs. 2,22,830 against Rs. 1,90,999. The increase in the demand is due to enhancement of the water rates of leases renewed during the year, and also to the shortage of the rainfall.

Navigation.

365. The navigation receipts amounted to Rs. 50,978 against Rs. 49,451 in 1926-27.

Financial
 results

366. The gross revenue and working expenses amounted to Rs. 2,93,161 and Rs. 2,02,245 against Rs. 2,69,263 and Rs. 2,43,458, respectively, in the previous year. The net revenue of the year was Rs. 90,916 against Rs. 25,805.

Minor Irrigation Works.

Eden Canal.

367. The area irrigated from the canal during the year was 23,283 acres as compared with 21,560, and 23,836 acres in the

two preceding years. The gross revenue derived was Rs. 50,864 as compared with Rs. 43,282 in the preceding year, and the expenditure on working expenses amounted to Rs. 87,217 as compared with Rs. 77,332.

368. The reconstruction of the weir was practically completed during the year under review. The total expenditure on the work up to 31st March 1928 was Rs. 44,387 against the sanctioned revised estimate of Rs. 45,301. The canal was opened and a full crop was raised.

Amjhore
Weir.

369. This scheme will irrigate about 200,000 acres, mostly paddy, in the Burdwan and Hooghly districts; the work of construction was commenced in 1926-27. During the year under review Rs. 4,37,062 were spent in land acquisition, construction of the weir across the river and excavation of the canal. The total expenditure to the end of the year was Rs. 8,13,845 against the estimated cost of Rs. 78,14,981. Owing to the failure of the monsoon, a large area commanded by the canal was left waste and the works afforded relief to a large number of sufferers. The construction of the Bakreswar Irrigation Scheme in the district of Birbhum was sanctioned during the previous year at an estimated cost of Rs. 4,90,596. This scheme when ready will irrigate 10,000 acres of paddy in an area subject to scarcity. A portion of the canal was excavated during the year and the expenditure incurred on works was Rs. 10,385.

Damodar
Canal.

An estimate amounting to Rs. 48,544, including the capitalised cost of maintenance, for the Bamnigram Irrigation Scheme was approved and sent to the Collector of Birbhum for execution under Act VI of 1920. About 1,700 acres of land will be irrigated by the scheme.

The Kashianala Scheme in the district of Birbhum was practically completed. The sluice was in operation during the year and the area under its command was saved from a failure of crops.

An estimate amounting to Rs. 27,716, including the capitalised cost of maintenance, for extending irrigation beyond the area irrigated by the Kashianala Scheme was approved and transmitted to the Collector for taking action under Act VI of 1920.

The Beraí Irrigation Scheme in the Bankura district was sanctioned, but could not be taken up for want of funds. The works will cost Rs. 5,41,193 and will irrigate 9,000 acres of paddy.

Major Navigation Works (Unproductive).

Hijili Tidal
 Canal.

370. There was no outlay chargeable to the capital account of the canal. The total capital outlay (direct) on this canal to end of the year was Rs. 25,50,805. The gross revenue and working expenses amounted to Rs. 47,911 and Rs. 50,287, respectively, as against Rs. 65,513 and Rs. 43,664 in the preceding year, being a deficit of Rs. 2,376. The falling-off of receipts is due to the closure of the Terapakia and Bhaitgarh locks for repairs and to the floods of 1926 which destroyed a large area of crops.

Minor Navigation Works.

Orissa Coast
 Canal.

371. This canal, which is used for navigation only, lies partly in the Bengal Presidency and partly in the province of Bihar and Orissa. The length within Bengal is $54\frac{1}{2}$ miles. The receipts and working expenses were Rs. 20,670 and Rs. 36,799, respectively, as against Rs. 31,255 and Rs. 22,536 in the previous year, the result being a deficit of Rs. 16,129. The increase in working expenses was due to the special repairs to the Bhaitgarh lock and the decrease in receipts was due to the closure of the Bhaitgarh lock and also the failure of paddy crops on account of the floods of 1926.

Gaighatta
 and Buxi
 Khal.

372. This khal is a connecting channel between the rivers Rupnarain and Damodar and is about $7\frac{1}{2}$ miles in length. The khal was leased out for 6 years from the 15th June 1921 at a rental of Rs. 2,000, on the condition that the lessees maintain the khal in good condition. The lease has been renewed for a period of another 3 years from 1927-28, at a rental of Rs. 4,110.

Nadia rivers.

373. The approximate length of the channels comprised in the Nadia rivers is $478\frac{1}{2}$ miles. In the year under report, the Bhagirathi entrance shifted downstream from Dhulian to Kaliganj.

The Nadia rivers have been thrown open to free navigation from 1st September 1923. The maintenance charges amounted to Rs. 51,252.

Bhagirathi.

374. The river Bhagirathi, including the portion of the Farracca channel from Kaliganj, is 147 miles in length from its offtake from the Ganges to its junction with the Jalangi at Nadia. The intake at Kaliganj was trained and the inflow of water from the Ganges was prolonged for 6 weeks longer than in the previous year. Boat traffic above Jiaganj being very small, no bandalling was done in the Upper Bhagirathi. The local country boat traffic was, however, maintained up to the end of January 1928. In the Middle Bhagirathi, training works by bandalling were commenced on the 15th October 1927. Out of

20 shoals, 4 shoals, having a total length of about 16,000 feet, were trained. The actual length trained during the year was 5,000 feet against 9,200 feet in 1926. Local country boat traffic between Berhampore and Azimganj was maintained throughout the year.

In the Lower Bhagirathi 4 shoals were trained and the boat traffic between Katwa and Nabadwip was maintained. Another shoal in the river Hooghly in front of Nabadwip town was trained this year, and the steamer service from Calcutta to Swarupganj was maintained.

375. This river has its offtake from the Ganges, about 2 miles below the present Lalgalaghat Railway Station, and joins the Bhagirathi at Nadia. It is divided into two parts:—

	Miles.
(1) Bhairab river from the entrance to Muktearpore ..	60
(2) Jalangi river from Muktearpore to Nadia ..	103½

No bandalling work was done during the year. The encroachment of the Ganges opened a new mouth some 15 miles below the old at Akrigange, and the supply of water has in consequence considerably improved and the country boat traffic from Nadia to Rajshahi, Pabna, Serajganj, etc., was maintained throughout the year.

376. The Mathabhanga river has its offtake from the Ganges at Dayarampur and falls into the Hooghly at Chakdah. The entrance at Dayarampur is at present marked by a large shoal in the Ganges.

377. The conservancy operations were carried out by the steamer companies on behalf of Government. The total expenditure incurred on the training works was Rs. 24,065 against Rs. 26,340 in the previous year. The route was kept open for steamers.

Ganges river
from Rajmahal
to Goalundo.

378. Observations were taken at four stations, viz., two on the Bhagirathi, one on the Hooghly and one on the Mathabhanga rivers, to ascertain the discharge of the Bhagirathi river and its feeder-channels and of the Bhairab-Jalangi and Mathabhanga rivers. The total expenditure incurred on these observations was Rs. 4,643 against Rs. 4,508 in the previous year.

Discharge
observations.

379. The Gorai takes off from the Ganges near Kushtia, about 12 miles below the Hardinge Bridge. The river was surveyed and sections taken from its entrance to the Kaliganj junction. Also the right bank of the Ganges river was surveyed for a distance of 5 miles upstream and downstream.

Gorai river.

380. A sum of Rs. 10,490 was spent on the Amirabad Drainage Project in the Contai subdivision of the Midnapore district. The work was practically completed during the year.

Anti-malarial
and drainage
works.

Works in connection with the flushing of the Gobra Nala in the Murshidabad district and of the Bhairab river in the Meherpur subdivision of the Nadia district were in progress during the year. The expenditure on the two works up to 31st March 1928 was Rs. 2,33,354 and Rs. 55,359, respectively, against the sanctioned estimates of Rs. 2,97,079 and Rs. 1,51,358.

Surveys and
investigations.

381. Surveys and investigations were made during the year under review in the Damodar Division in connection with the Goralhuri, Rankinidoh and Satkahonia Irrigation Schemes and the construction of a distributary from Chautpore to Joteram. In the Bankura and Birbhum districts, discharge observations were taken of the rivers to ascertain the discharges available during the critical period for the rice crop in October. In several cases these observations have proved there is sufficient water to justify the construction of canals to irrigate areas varying between 5,000 and 50,000 acres, though in two cases it will be advisable to supplement the supply by storage reservoirs. Detailed surveys are now being made of the more promising of these cases.

In the Malda district the Boalia Bhil Scheme has been approved and sent to the Collector for action under Act VI of 1920. Several other projects are in hand for storing water for irrigation or for distributing siltladen water where stagnation prevails. A general study of the Ganges and its offshoots is also being made to see whether more water can be introduced into the Nadia rivers. The Ampta scheme has been revised and the Gangakhali-Suadighi Scheme awaits the completion of the procedure under Act VI.

River floods
and breaches.

382. Except in the Subarnarekha river, the floods were below normal; the earlier floods in June, however, caused several breaches in the Ghatal subdivision. During the Subarnarekha flood, the Bhograi embankment was cut, causing inundation over 300 square miles in the Contai subdivision; practically the whole of the damaged area was subsequently retransplanted. The question of the prevention of floods from this source was referred to the Orissa Flood Committee for advice. The year generally was one of draught in Western Bengal, and large areas remained uncultivated, leading to considerable distress.

Southern Circle.

Calcutta and
Eastern Canals.

383. There was no capital expenditure during the year on this system. The navigation receipts from the canals amounted to Rs. 4,37,846 against Rs. 4,17,660 in the previous year. The gross receipts and working expenses amounted to Rs. 4,63,254

and Rs. 5,81,618, respectively, against Rs. 4,53,334 and Rs. 6,90,930, respectively, in the previous year, the result being a deficit of Rs. 1,18,364 against a deficit of Rs. 2,37,596.

The most important item on which expenditure was incurred was on the reconstruction of the bridges over the canals, the details being as follows:—

	Rs.
(1) Reconstruction of the Garia Bridge ..	39,188
(2) Reconstruction of the Dum-Dum Bridge ..	26,781
(3) Reconstruction of the Manicktola Bridge ..	84,079
(4) Reconstruction of the Belliaghatta Bridge ..	55,374

384. Under the capital account of this route, an expenditure of Rs. (-) 37,464 is shown. The figure represents receipts on capital account. The receipts and working expenses amounted to Rs. 62,258 and Rs. 1,76,725, respectively, against Rs. 66,161 and Rs. 1,21,073 in the previous year, the result being a net deficit of Rs. 1,14,467 against Rs. 54,912. The heavy working expenses were due to thorough repairs to dredger "Foyers" attached to this route.

Sunderbans
Steamer
Route.

385. The expenditure debitable to the capital account of the route was Rs. 1,94,867, of which Rs. 1,51,733 represent the outlay on works. This sum was spent in works in connection with the construction of locks and sluices in the Madaripur Bhil Route and Lower Kumar River and a flood embankment from Jalirpar to Khalia.

Madaripur
Bhil Route.

The total capital outlay (direct charge) to end of the year amounted to Rs. 75,29,759 against the sanctioned estimate of Rs. 75,57,056. The construction estimate was closed with effect from the 31st March 1917, and the remaining works are being carried out under the rules governing expenditure chargeable to the open capital account.

The receipts and working expenses were Rs. 2,74,336 and Rs. 7,40,857, respectively, against Rs. 3,87,005 and Rs. 3,26,782 in the previous year. The fall of revenue during the year was due to suspension of steamer traffic from April to June 1927 and also from December 1927 to March 1928 on account of bad shoaling in the Lower Kumar river for which heavy dredging had to be done, thereby raising the working expenses considerably.

386. The annual bandalling works were undertaken as usual to train the shoals in the river Dhalleswari to maintain a navigable depth of water during the low water season. Bandalling was done to 15 shoals. The steamer service was maintained as far as Lalitganj up to the end of December 1927. A sum of Rs. 23,739 was spent on the work.

River training
works.

387. The Nowi portion of the Nowi-Sunthi Drainage Project was completed and Rs. 3,167 were spent during the year.

Sanitary
drainage
works.

Agricultural
works.

388. The construction of a 3-vented sluice at Dhutkhali was in progress. The work was started in the previous year, but kept in abeyance on account of change in site.

The construction of a single-vented sluice at Tilpi was completed at a cost of Rs. 2,423. The construction of a retired line at Akalmegh in the Hooghly Left Embankment was completed at a cost of Rs. 13,452.

Surveys and
investigation.

389. Surveys and investigations in connection with the following schemes were taken up and the amount noted against each was spent during the year:—

	Rs.
(1) Drainage of the Datbhanga and other bhils in the district of the 24-Parganas	1,232
(2) Flushing of Pabla bhils in the district of Khulna	1,207
(3) Improvement of the Bamurta khal in the district of Khulna	802
(4) Improvement of the Satkhira khal in the district of Khulna	200
(5) Improvement of the Chandana river in the district of Faridpur	944
(6) Improvement of waterways in the Manickganj subdivision of the Dacca district	864

The Dolai Khal Improvement Scheme in Dacca has been referred back for revision. The scheme for partially canalising the Alipore khal was sanctioned; the works await funds.

Projects for the improvement of navigable communication are being worked up in the Faridpur and Jessore districts, a survey was made of the Chandana river with a view to increasing the supply of water from the Ganges. The levels in the parent river were, however, much lower than usual and further enquiry is necessary.

River floods
and breaches.

390. The rainfall during the year was below normal. There were no floods in any river in this circle.

Grand Trunk
Canal
Project.

391. During the year under review it was decided not to proceed further with the project at present. The question of this canal is under review, in view of the rapid deterioration of the rivers in the Western Sunderbans where vessels are being delayed for want of water.

General.

392. Owing to the increased demand for the extension of irrigation and anti-malarial works throughout the province, a substantial increase in the staff is urgently called for. A scheme for expansion has been approved and awaits funds, but until the extra staff is engaged, it is not possible to do more than is now being done.

CHAPTER V.—REVENUE AND FINANCE.

A.—Imperial Revenue and Finance.

393. The revenue for the year from central heads amounted to Rs. 5,26,00,000 against Rs. 6,22,00,000 of the previous year. The details are shown in the statement below :—

Statement of Imperial Revenue and Finance—Receipts.

Major heads.	Actuals, 1926-27.	Actuals, 1927-28.	Increase.	Decrease.
	Rs.	Rs.	Rs.	Rs.
II.—Taxes on Income ..	5,88,66,650	4,87,82,073	....	1,00,94,577
III.—Salt ..	2,27,859	2,51,232	23,373	....
X.—Tributes from Indian States ..	67,701	67,701	....	....
XVI.—Interest ..	10,05,497	9,88,372	....	17,125
XX.—Ports and Pilotage	16,24,823	18,42,092	2,17,269	....
XXVI.—Miscellaneous De- partments ..	80,331	86,490	6,165	....
XXVII.—Currency ..	15,950	13,847	....	2,263
XXX.—Civil Works ..	1,03,236	3,26,116	2,22,880	....
XXXIII.—Receipts in aid of superannuation ..	2,16,065	2,04,118	....	11,947
XXXV.—Miscellaneous ..	30,285	15,780	....	14,499
Total ..	6,22,38,397	5,25,77,673	4,69,687	1,01,30,411

The main fluctuations are explained as follows :—

Taxes on Income.—General depression of trade in the preceding year resulting in smaller assessment during the year led to the very large fall of revenue under this head.

Ports and Pilotage.—The increase is mainly due to the improvement of trade conditions necessarily resulting in increase of "Pilotage Receipts" under this head.

Civil Works.—The marked rise under this head is due to two causes, viz., recoveries of arrear rent in respect of Central Government buildings occupied by Provincial Government offices, and also to the sale-proceeds of the residential portion of the building constructed for the Electrical Adviser to the Government of India.

Miscellaneous.—The decrease is partly due to the adjustment of the contribution payable by the Bengal Government for the Art Section and the Art Gallery of the Indian Museum being made directly in the books of the Government of India from 1927-28, and partly to fall in receipts on account of unclaimed deposits and Miscellaneous receipts.

Central Expenditure.

The central expenditure for the year amounted to Rs. 1,12,14,000 as compared with Rs. 1,11,65,000 in 1926-27, as shown in the following statement:—

Major heads.	Actuals, 1926-27.	Actuals, 1927-28.	Increase.	Decrease.
	Rs.	Rs.	Rs.	Rs.
2.—Taxes on Income ..	9,53,379	9,91,270	40,891	....
3.—Salt ..	2,24,421	2,24,435	14	....
19.—Interest on ordinary debt ..	15,65,042	15,73,434	8,392	....
20.—Interest on other obligations ..	18,11,040	20,26,164	2,15,124	....
22.—General Administration C.— Secretariat and Head- quarters Establishment ..	40,094	44,525	3,531	....
23.—Audit ..	7,57,552	7,92,005	34,453	....
24.—Administration of Justice ..	36,955	53,009	16,054	....
26.—Police ..	75,000	76,724	1,724	....
27.—Ports and Pilotage ..	18,79,217	10,86,465	....	1,92,752
28.—Ecclesiastical ..	1,90,510	1,71,485	....	19,025
29.—Political ..	53,543	53,030	....	513
30.—Scientific Departments ..	7,181	7,826	645	....
33.—Public Health ..	1,18,746	70,710	....	48,036
37.—Miscellaneous Departments ..	79,437	74,904	....	4,533
41.—Civil Works ..	11,19,520	11,58,371	38,851	....
44.—Territorial and Political Pensions ..	6,83,802	6,32,923	....	50,379
45.—Superannuation Allowances and Pensions ..	14,68,274	13,84,542	....	83,732
46.—Stationery and Printing ..	21,887	4,708	....	16,679
47.—Miscellaneous ..	79,985	25,377	....	54,608
51A.—Miscellaneous adjustments between the Central and Provincial Govern- ments ..	....	1,50,295	1,50,295	....
Total ..	1,11,65,485	1,12,14,202	5,18,974	4,70,257

The main variations are explained below:—

Taxes on Income.—The increase is chiefly due to increase of staff entertained during the year.

Interest on other obligations.—The increase is due to payment of larger amount of interest on Provincial balances.

Audit.—The increase is mainly due to increase in the strength of establishment and also to normal increments of pay to the staff.

Administration of Justice.—Law charges incurred in connection with the acquisition of land for the Gun and Shell Factory at Cossipore and for the acquisition of a house for the Barrackpore Cantonment Authorities, mainly account for the rise in expenditure.

Ports and Pilotage.—Absence of any charge on account of heavy repairs to the steam pilot vessels as in the preceding year accounts for the decrease, which would have been still higher but for increased earnings of pilots consequent on more shipping and commerce in the port.

Ecclesiastical.—The decrease compared with the actuals of 1926-27 is due to the fact that the previous year's actuals included large amounts of arrear payments on account of compensatory allowances granted to Chaplains with retrospective effect from 1st April 1924.

Public Health.—The decrease is due to the debit of only one-half of the cost of the Port Health Departments, Calcutta and Chittagong, instead of the full charge as in 1926-27.

Civil Works.—Extensive repairs of the roads in Sikkim during the year account for the increase.

Territorial and political pensions.—The current year's actuals do not include any payment of arrears as in 1926-27.

Superannuation allowances and pensions.—Adjustment of commuted value of pensions paid to other Local Governments in the books of the Accountant-General, Central Revenues, mainly accounts for the decrease under this head.

Stationery and Printing.—The decrease is due to smaller amount of work done for the Central Government.

Miscellaneous.—The current year's expenditure does not include any abnormal charges, such as payment of about Rs. 66,000 on account of wages of discharged lascars of enemy ships, or cancellation of mining rights at a cost of Rs. 10,000, as in the previous year's accounts.

Miscellaneous adjustment between the Central and Provincial Governments.—The current year's charge represents the Provincial Government's share of the cost of non-postal stamps in stock on 1st April 1921, at the Calcutta Depot.

Salt.

[Salt Administration Report, 1927-28.]

394. The number of salt dealers who availed themselves of the credit system of payment of duty on salt dropped from 61 to 52. The amount of duty outstanding for adjustment at the end of the year was Rs. 69,06,145 against Rs. 64,19,008 at the close of the previous year. Salt credit system.

395. The total imports into Calcutta and Chittagong showed an increase of 8 and 26 per cent. respectively. The importations into Calcutta from Hamburg, Port Said and Massowah showed some decreases, but the imports from Spain rose markedly from 988,424 to 1,811,625 maunds. The imports from the United Kingdom also showed a decided increase, being 2,035,348 against 1,273,533 maunds of the previous year. Increases were also noticeable from Aden and Bombay as the imports rose from 3,565,499 and 602,018 maunds to 3,711,452 and 878,786 maunds respectively. In Chittagong, there were marked increases in imports from Spain and Aden, which rose from 181,260 and 723,810 to 278,569 and 1,046,799 maunds respectively. Imports.

396. The total quantity of salt which passed into consumption from Calcutta and Chittagong during the year was 13,884,257 maunds against 13,835,243 maunds in the previous year. The average wholesale price per maund inclusive of duty was one anna one pie higher than in the previous year. The average wholesale price of Liverpool salt per 100 maunds in Calcutta was Rs. 119 against Rs. 125 in the previous year, while that of Port Said salt in Chittagong was Rs. 124 against Rs. 94.

Income-tax.

397. During the year 1927-28, income-tax work in all the districts in the Presidency was done by the officers of the Special Income-tax Department, the executive officers of this Government having nothing to do with the income-tax administration in any of the districts.

The assessments made during 1927-28 reflect the trade conditions of the year 1926-27. By far the most important industry in Bengal is the jute industry, which fared very badly during the year in question. It was not the jute mills alone that were adversely affected, jute balers and dealers fared equally badly. In consequence several other sources of income, such as banking, brokerage, managing agencies, businesses of small merchants, agents and middlemen and even professions and salaries, were seriously affected. For various reasons, e.g., low prices, coal concerns were the reverse of prosperous. The piece-goods market showed a steady downward movement owing to the fall in prices. Wholesale merchants, who made forward purchases, suffered several losses, though retail dealers made some profits. Business in spices, yarns, hessians and gunnies also did not do well. Tea and tobacco did better. The motor trade continued brisk.

Political agitation had no effect on the income-tax revenue in the year under report, but the Calcutta riots of 1926-27 threw the local markets into confusion and the trade of the city suffered to an appreciable extent.

The table below shows the figures of assessed income of 1927-28 as compared with those of the previous years:—

	Rs.		
Standard figure, i.e., assessed income in 1920-21, as modified up to 31st March 1928	..	..	62,38,55,179
Assessed income—			
In 1921-22	..	..	(Not available.)
In 1922-23	..	..	47,53,18,672
In 1923-24	..	..	49,21,45,843
In 1924-25	..	..	46,65,74,333
In 1925-26	..	..	50,63,56,689
In 1926-27	..	..	49,40,92,344
In 1927-28	..	..	45,84,67,020.

As in previous years, Bengal did not benefit from Devolution Rule 15.

In 1927-28, the collection of income-tax was Rs. 2,72,85,835 and of super-tax Rs. 1,91,23,979 as compared with Rs. 3,08,32,877 and Rs. 2,46,74,614 respectively in 1926-27. Other statistics will be found in the returns submitted by the Commissioner of Income-tax, Bengal, to the Central Board of Revenue.

B.—Revenue and Finance other than Central—Provincial Finance.

Statement of Provincial Receipts—Actuals.

398. The revenue collected during the year amounted to Rs. 10,81,28,000 against Rs. 10,50,35,000 of the previous year. The details are shown in the statement below:—

Receipts.

Major heads.	Actuals, 1926-27.	Actuals, 1927-28.
	Rs.	Rs.
V.—Land Revenue	3,11,18,096	3,15,12,155
VI.—Excise	2,25,17,132	2,24,30,653
VII.—Stamps	3,31,60,071	3,46,81,084
VIII.—Forest	31,23,842	33,49,479
IX.—Registration	38,49,866	40,17,184
IXA.—Scheduled Taxes	16,90,535	19,46,297
XII.—Subsidised Companies	1,24,447	2,45,452
XIII.—Irrigation	—2,07,282	—6,98,579
XIV.—Irrigation	2,20,559	2,34,981
XVI.—Interest	4,11,370	6,28,738
XVII.—Administration of Justice	14,50,292	18,38,988
XVIII.—Jails and Convict Settlements	11,73,844	9,48,503
XIX.—Police	5,83,386	6,11,210
XX.—Ports and Pilotage	42,371	84,472
XXI.—Education	12,53,413	13,58,159
XXII.—Medical	9,01,856	8,50,656
XXIII.—Public Health	94,005	1,18,926
XXIV.—Agriculture	3,58,832	4,86,371
XXV.—Industries	5,14,587	5,68,699
XXVI.—Miscellaneous Department	30,182	20,205
XXX.—Civil Works	6,02,816	6,00,670
XXXIII.—Receipts in aid of Superannua- tion	8,95,737	7,29,830
XXXIV.—Stationery and Printing	1,73,838	1,54,120
XXXV.—Miscellaneous	9,51,593	9,49,637
XXXIXA.—Miscellaneous adjustments .. ..	....	1,59,295
XL.—Extraordinary Receipts .. ..	....	2,40,625
Total	10,50,35,388	10,81,27,810
Loans and Advances by the Bengal Govern- ment	7,52,000	8,59,000
Advances from the Provincial Loan Funds	7,50,000	24,20,000
Famine Insurance Funds	1,76,000	48,000
Depreciation Fund for Government Press .. ..	....	1,08,000
Total	10,67,13,388	11,15,62,810

The main fluctuations under Provincial Receipts are explained below :—

Land Revenue.—Larger collections from Government estates and recoveries on account of Survey and Settlement charges contributed towards the increase in receipts compared with the previous year.

Excise.—The fall in revenue is mainly under the head “Ganja” and is attributable to decrease in consumption on account of the enhancement of duty on “ganja”, and partly to adverse agricultural conditions in certain parts of the province.

Stamps.—Revenue both under judicial and non-judicial stamps was higher than that of the previous year and would have been higher still but for the abolition of the stamp duty on cheques from the 1st July 1927.

Forest.—Increased revenue owing to more extensive departmental operations and better prices obtained for timber in the auctions held in certain Divisions helped to increase the receipts.

Registration.—Increase in the registration of documents accounts for larger receipts.

Scheduled Taxes.—The increase is due to larger realisations from betting tax credited under this head, but also includes a sum of about 1½ lakhs of rupees for tax due in 1926-27 but not credited till April 1927.

Subsidised Companies.—The increase is due to the adjustment of the Government share of profits from the Darjeeling Himalayan Railway for two years in 1927-28.

XIII.—Irrigation, Navigation, Embankment and Drainage Works for which capital accounts are kept.—The fall in the navigation receipts from the Madaripur Bhil Route owing to the silted up condition of the Lower Kumar River and the consequent diversion of river-borne traffic from the Madaripur Bhil Route to the Barisal Route which is free to navigation, coupled with the increase in the working expenses which are taken in reduction of the receipts, account for the decrease.

Interest.—The increase is due to larger amount of interest received from the Central Government on account of fixed deposits with that Government out of the surplus provincial balances.

Administration of Justice.—Increased collection of miscellaneous receipts of the High Court and Magisterial fines, and the adjustment under this head from 1927-28 of the fees realised under

the "Bengal Cruelty to Animals Act, 1920," amounting to Rs. 1,20,000 explain the rise.

Jails and Convict Settlements.—The fall in receipts as compared with the actuals of the previous year is partly due to the absence of the abnormal receipt in 1926-27 on account of the sale-proceeds of the Presidency Jail Jute Mill, and also to smaller receipts from sale of jail-manufactured articles, and partly to the decision to credit, with the exception of the small sum of Rs. 25,000, the sale-proceeds of quinine tablets to the head "XXV.—Industries" instead of to this head as was the practice in the past.

Police.—The increase is due to larger receipts on account of fees under the "Indian Motor Vehicles Act" owing to the increase of motor traffic.

Ports and Pilotage.—The current year's actuals include abnormal receipts on account of the sale-proceeds of four steam launches.

Education.—Enhancement of fee rates in certain institutions mainly accounts for the increase.

Medical.—Non-adjustment of recoveries from other Governments on account of educational facilities afforded to Medical students of those provinces, mainly account for the decrease in revenue.

Public Health.—Increased sale of sera and vaccines mainly accounts for the rise in receipts.

Agriculture.—The credit of the Audit fees from Co-operative Societies under this head, which formerly used to be credited to the head "XXXV.—Miscellaneous," mainly accounts for the rise in revenue.

Industries.—Larger sales of sulphate of quinine explain the rise under this head.

Civil Works.—Credit of the sale-proceeds of an old police outpost mainly accounts for the increase.

Receipts in aid of superannuation.—The decrease is due to smaller recoveries on account of payment of pensions relating to other Governments.

Miscellaneous adjustments between Central and Provincial Governments.—The receipts for 1927-28 represent the Provincial Government's share of the cost of non-postal stamps in stock on 1st April 1921 at the Calcutta Depot.

Extraordinary receipts.—The actuals for the current year represent the sale-proceeds of Government land situated in Porabazar.

Statement of Provincial Expenditure—Actuals.

399. The following statement shows the charges on account of provincial services for 1927-28 as compared with those for the preceding year:—

Major heads.	Actuals, 1926-27.	Actuals, 1927-28.
	Rs.	Rs.
5.—Land Revenue	38,53,246	38,44,590
6.—Excise	24,95,379	23,87,312
7.—Stamps	8,43,355	8,93,028
8.—Forests	14,11,893	14,40,769
8A.—Forest	3,22,866	2,61,686
9.—Registration	18,75,963	20,70,395
9A.—Scheduled Taxes	15,000	15,000
14.—Interest	18,71,409	17,75,617
15.—Other Revenue expenditure financed from ordinary Revenue	16,41,499	15,83,371
15(1).—Other Revenue expenditure financed from Famine Insurance Grants .. ..	....	....
16.—Irrigation, etc. .. ..	....	....
A.—Financed from Famine Insurance Grant .. ..	....	....
B.—Financed from ordinary Revenue	13,687	1,58,429
19.—Interest on ordinary debt	—7,47,965	—7,17,028
20.—Interest on other obligation	3,560	....
22.—General Administration	1,17,73,268	1,17,47,612
24.—Administration of Justice	1,08,30,409	1,08,48,090
25.—Jails and Convict Settlement	32,18,989	33,99,780
26.—Police	1,87,42,008	1,85,35,445
27.—Ports and Pilotage	6,74,126	7,37,006
30.—Scientific Department	56,520	26,970
31.—Education { Reserved	14,74,101	13,97,526
Transferred	1,20,97,864	1,23,90,017
32.—Medical	56,37,458	53,28,099
33.—Public Health	33,47,332	29,88,139
34.—Agriculture	21,61,568	22,02,068
35.—Industries	11,20,829	11,45,285
37.—Miscellaneous Department	2,50,872	2,37,580
41.—Civil Works	1,11,72,507	1,01,06,743
43.—Famine Relief and Insurance	2,00,000	80,431
45.—Superannuation	54,43,073	64,94,623
45A.—Commutation of Pensions financed from ordinary Revenue .. ..	....	9,03,231
46.—Stationery and Printing	17,67,659	19,76,574
47.—Miscellaneous	4,43,420	3,23,674
51.—Miscellaneous adjustments .. ..	....	....
52.—Extraordinary Payment .. ..	....	....
52A.—Forest Capital outlay not charged to Revenue .. ..	....	....
Expenditure in England	30,83,000	39,74,000
55.—Irrigation	3,40,686	2,71,259
60.—Civil Works not charged to Revenue	6,95,797	4,75,276
60B.—Commuted value of Pensions	12,57,500	—12,57,499
Total	10,93,88,878	10,80,45,098
Loans and Advances by the Bengal Govern- ment	7,10,000	7,99,000
Repayment of Advances from the Provincial Loan Fund	5,28,000	5,90,000
Depreciation Fund for Government Presses .. ..	....	37,000
Total	11,06,26,878	10,94,71,098

The total expenditure amounted to Rs. 10,80,45,000 against Rs. 10,93,89,000 for 1926-27, and the principal variations under the several heads are explained as follows:—

Excise.—The decrease is due to smaller indent of opium from the Ghazipur Factory.

Stamps.—Charges for the sale of stamps vary with the receipts and as there was an increase in revenue the expenditure was higher too.

SA.—Forest capital outlay charged to Revenue.—The decrease is mainly due to smaller expenditure on “Communication and buildings.”

Registration.—The increase is mainly due to the payment of arrear rent for the buildings belonging to the Government of India occupied by the Calcutta Registration Office.

Interest on works for which capital accounts are kept.—The decrease is due to the reduction in the flat rate of interest for Irrigation Works financed from loan funds.

Other Revenue expenditure financed from ordinary revenue.—The smaller expenditure on maintenance and repairs of river improvement works accounts for the decrease.

Construction of Irrigation, Navigation and Drainage Works—Financed from ordinary revenue.—The large increase is due to extensive improvement in the Madaripur Bhil Route carried out during 1927-28.

Jails and Convict Settlements.—Increased dietary charges and larger outlay on the purchase of raw materials account for the increase under this head.

Police.—The decrease is chiefly due to smaller expenditure on house rent as a result of the completion of several police buildings in the city and their occupation by the force during the course of the year, supplemented by smaller expenditure under “Supplies and Services” and “Contingencies” of the District Police.

Ports and Pilotage.—The increase is mainly due to the construction of a launch.

Scientific Departments.—The actuals for 1926-27 included a special grant to the Bose Institute which was not repeated during 1927-28.

Education.—The increase is due to payment of larger grants to secondary and primary schools, partly counterbalanced by smaller expenditure under the head “Grants to Universities.”

Medical.—Smaller expenditure incurred for diet, clothing and bedding and medical and surgical requisites in Presidency hospitals and dispensaries, and smaller grants for medical purposes are chiefly responsible for the decrease, which is also partly attributable to a change in the dates of payment of advances to the European Mental Hospital at Ranchi from 1st June and 1st January to 1st April and 1st October leading to the payment of only nine months' expenditure during 1927-28.

Public Health.—The decrease is due to the grants for public health purposes, not being fully utilised and would have been larger but for increased expenditure incurred in connection with epidemic diseases.

Agriculture.—The variation is chiefly due to the revised method of classification of accounts; while on the one hand there was increased expenditure on account of payment of a contribution of Rs. 1,20,000 to the Society for Prevention of Cruelty to Animals (against a corresponding amount of receipt under “Justice”), on the other hand the recoveries from other Governments of their share of the cost of Bengal Veterinary College for training their students at that college were taken in reduction of expenditure instead of being credited as receipts.

Civil Works.—The decrease is due to the absence of any abnormal expenditure, such as the purchase of the site and buildings of the Army Clothing Storage Depot from the Government of India, the charge for which was included in the actuals of 1926-27.

Famine Relief and Insurance.—The accumulated total of the famine insurance fund having reached the statutory limit of six times the amount of the annual assignment of Rs. 2 lakhs the full annual contribution was not necessary in 1927-28.

Superannuation allowances and pensions.—The very large increase is really due to a changed system of accounts under which charges on account of commuted value of pensions were adjusted under the head “60B.—Commuted value of Pensions” in 1926-27 instead of under this head.

Commutation of pensions financed from ordinary revenue.—This head did not exist in 1926-27.

Stationery and Printing.—The increase is mainly due to the introduction of the new system under which provision for payments into the depreciation fund had to be made from 1927-28.

Miscellaneous.—The actuals of 1926-27 included charges on account of cost of passages granted under the Superior Civil Services Rules, 1924, but in 1927-28 such charges were exhibited separately under the major heads concerned—this explains the decrease as compared with the previous year.

Construction of Irrigation, Navigation, Embankment and Drainage Works, not charged to Revenue.—The decrease is mainly due to larger recoveries on account of hire of dredgers which are taken in reduction of expenditure.

Civil Works not charged to Revenue.—The decrease is due to smaller outlay in the construction of Police buildings which are nearing completion.

Payment of commuted value of pensions.—The decrease has been explained under “Superannuation Allowances and Pensions” and is the result of modification of classification in accounts.

Expenditure in England.—The increase is more apparent than real as in consequence of the stabilization of the rate of exchange the Indian equivalent of £1 has been calculated at the rate of Rs. 13-5-4 to the pound, against Rs. 10 to the pound as in 1926-27.

Stamps.

[Annual Statistics of the Stamp Department for the year 1927-28.]

400. The total receipts under the Stamp and Court-fees Acts amounted to Rs. 3,55,63,916 during the year showing an increase of Rs. 15,30,634 or 4·5 per cent. on those of 1926-27. The increase occurred both under judicial and non-judicial stamps. The charges during the year were Rs. 12,89,733 against Rs. 12,61,360 in the previous year.

Revenue and
charges.

401. The sale proceeds of court-fee stamps (excluding stamps for copies) rose from Rs. 1,99,06,495 in 1926-27 to Rs. 2,09,80,944 in 1927-28. Increases occurred in almost all districts, the most marked increases being in Calcutta, the 24-Parganas, Murshidabad, Chittagong, Rangpur and Pabna. The increase in Calcutta is mainly attributable to a very large number of probate and letters of administration cases filed and also to increased litigation.

Judicial
stamps.

Non-Judicial
stamps.

402. The revenue derived from the sale of non-judicial stamps rose from Rs. 1,29,04,536 to Rs. 1,32,60,484 showing an increase of Rs. 3,55, 948 which was shared by all districts except Birbhum, Midnapore, Tippera and Dinajpur. The principal increases were shown by Calcutta and the district of Mymensingh. The rise of revenue in Calcutta was obtained principally from "Impressed Stamps," "Share Transfer Stamps" due to better trade conditions prevailing during the year, and also from "Stamps for legal practitioners' licensees." The increase in Mymensingh is attributed to increase in money-lending business.

Sale of
stamps.

403. The number of vendors holding licences to sell stamps rose from 5,377 to 5,539 and the amount of discount allowed to them also rose from Rs. 4,43,991 to Rs. 4,63,783.

Deficient duty.

404. The total number of cases in which deficient duty and penalty were levied by Civil Courts under section 35 of Act II, of 1899, rose from 1,371 to 1,443, and the amount of duty and penalty realised in these cases was Rs. 13,870 against Rs. 12,385 in the previous year. The number of cases decided by Revenue Courts under sections 32, 37, 40 and 41 of the Act fell from 4,161 to 3,845, with a marked decrease in the amount of duty and penalty realised from Rs. 1,60,223 to Rs. 66,405.

Prosecutions
under the
Stamp Act.

405. The number of cases instituted for infringement of the provisions of the Stamp Act was 161 against 145 in 1926-27. Of the 179 persons brought to trial 164 were convicted; the figures for the previous year being 163 and 144 respectively. The fines imposed rose from Rs. 3,138 to Rs. 4,797, and the rewards paid to informers increased from Rs. 1,770 to Rs. 2,999.

Working of
section 19H
of the Court-
fees Act.

406. Of the cases of valuation of estates for issue of probates and letters of administration reported during 1927-28 including those pending at the beginning of the year 64·9 per cent. were completely enquired into against 64·6 per cent. in the preceding year. The proportion borne by the deficit duty required to the amount originally realised was 14·8 per cent. against 17·4 per cent. in the previous year.

Excise.

[Report on the Administration of the Excise Department in Bengal, 1927-28. Statistics of British India, Part IV(a)—Finance and Revenue Accounts.]

Excise
Licensing
Boards and
Advisory
Committees.

407. The Licensing Boards constituted for the municipalities of Calcutta, Howrah, Bally, and in the districts of the 24-Parganas, Dacca, Rangpur and Chittagong continued to function in respect of the number and location of shops for the retail sale of excisable

articles and opium. The Boards worked satisfactorily and their powers were exercised with discretion and Government acted on their decisions practically in all cases. In areas outside the above districts the recommendations of the Local Advisory Committees were carefully considered and most of them, with the exception of those for total prohibition of drink and drug shops, were accepted.

408. The total excise revenue amounted to Rs. 2,24,69,057 Revenue. against Rs. 2,25,55,658 showing a decrease of Rs. 86,601. The heads which showed a decrease were *Country spirit* (Rs. 3,00,238), this being chiefly due to bad economic conditions resulting from failure of crops, low price of jute and consequent depression in trade and partly to the increase in the price of the liquor in the district of Jalpaiguri; *Potable foreign liquors* (Rs. 1,49,698), this decrease is accounted for mainly by the decrease in receipts on account of duty on locally manufactured "foreign" liquors, the reason for which was the preference shown for the imported article by consumers, the duty on which goes to Central Revenues; and *Hemp drugs* (Rs. 39,417), against this there was increase of Rs. 2,97,459 under *Total receipts from country fermented liquors other than malt liquors* and Rs. 94,674 under *Receipts under Miscellaneous*. The incidence of Excise revenue per head of population was 7 annas 8 pies as in the previous year.

409. The number of shops decreased by 7 and the consumption Country spirit. by 36,027 L. P. gallons. Consumption decreased in 18 districts and increased in 8 districts. The decrease was considerable in the district of Jalpaiguri, partly due to the increase in the price of country spirit and partly to other contributory causes, such as lower price of jute and a late plucking season for tea, higher price of paddy and abolition of two country spirit shops in the tea garden areas. In the other districts the fall was chiefly due to the bad economic conditions brought about by higher price of rice and lower price of jute and consequent depression of trade. The increase in the districts, where it occurred, was nominal, except in Midnapore and Chittagong. The increase in Midnapore was partly due to the detection of illicit distillation cases in the jungle area of the district while in Chittagong it was attributed to the development of the town as a major port and also to the opening of three shops for the sale of cheap weak liquor in the garden areas of the district.

410. The tree-tax system continued to work satisfactorily in *Tari*. the districts of Hooghly, Howrah, Calcutta and the 24-Parganas. The total number of fermented *tari* licences decreased from 537 to 519 while the total receipts increased from Rs. 8,34,452 to Rs. 9,78,550 due to the better working of the tree-tax system as

well as the settlement of licensed shops at higher rates during the last auctions in Calcutta and the 24-Parganas.

Pachwai.

411. The total number of *pachwai* licences issued was 59,980 as compared with 54,952 in 1926-27. The revenue from retail licence fees increased from Rs. 10,05,382 to Rs. 11,50,854. The increase was considerable in Burdwan, Birbhum and Bankura due to the close supervision over *pachwai* shops as well as more frequent sampling of diluted *pachwai* for strength.

Foreign liquor.

412. The total number of licences issued for "trade" and "public" vend of potable foreign liquor, exclusive of licences for the retail sale of medicated wines and commercial spirits, was 1,610 against 1,582 in the preceding year. The total receipts from licence fees increased from Rs. 3,09,946 to Rs. 3,30,113.

Ganja.

413. The total number of licences issued for the retail sale of *ganja* was 1,208 against 1,218 in 1926-27. The total receipts amounted to Rs. 46,86,329 against Rs. 47,67,560 in the previous year, the net decrease being Rs. 81,231. The total quantity of *ganja* consumed amounted to 1,671 maunds against 1,692 maunds in 1926-27. The consumption decreased in 16 districts and increased in 10 districts. The total taxation was Rs. 68·7 per seer as in the previous year.

Bhang.

414. The total consumption of *bhang* amounted to 427 maunds against 407 maunds in the previous year. The total revenue from licence fees and duty amounted to Rs. 2,03,251 as compared with Rs. 1,85,310 in 1926-27 showing an increase of Rs. 17,941.

Charas.

415. The total number of retail licences was 34, the same as in the previous year and the total revenue amounted to Rs. 3,26,948 as compared with Rs. 3,03,105 in 1926-27.

Opium.

416. The total number of licences issued for the retail sale of opium was 854 as compared with 861 in the previous year. The quantity of opium consumed amounted to 994 maunds as in the previous year. The consumption increased in 16 districts and decreased in 11 districts. The increase was normal in most of the districts. The total receipts amounted to Rs. 47,98,712 as compared with Rs. 48,15,300 in 1926-27. Forty maunds of contraband opium was seized in Bengal during the year as compared with 60 maunds and 44 maunds in the two previous years.

Cocaine.

417. The total number of licences issued to chemists and druggists for the sale of cocaine was 455 as compared with 420 in 1926-27. Seventy-one permits for the possession of cocaine were issued free to managers of hospitals or dispensaries not under

Government supervision and 60 permits to qualified medical practitioners and dentists. The total number of arrests for illicit sale or possession of cocaine was 479 against 393 in the previous year. The illicit trade in cocaine continued during the year under report. In Calcutta 1,973 ounces of cocaine were seized by Customs officers, 797 ounces by Excise officers and 19 ounces by Police officers, as compared with 614 ounces, 76½ ounces and 10½ ounces, respectively, in the previous year. The total quantity seized in Bengal was 2,789 ounces as compared with 701 ounces in the previous year.

418. The total number of persons prosecuted on charges under the Excise and Opium laws was 6,179, and of persons convicted, 5,500, as compared with 6,134 and 5,546, respectively, in the previous year. Excise offences.

Roads and Public Works Cesses.

[Report on the Land Revenue Administration of Bengal for the year 1927-28.]

419. Except in the Chittagong Hill Tracts where the Cess Rate. Act is not in force, the road and public works cesses continued to be levied at the maximum rate of one anna in the rupee on the valuation of lands and annual net profits of mines and immovable properties.

420. The valuation or gross rental on which the cesses are based amounted to Rs. 15,19,27,364 against the current land revenue demand of the area of Rs. 2,93,20,801. The proportion of land revenue to rental works out at 19·2 per cent. The total cess demand was Rs. 99,03,293. The current demand showed a net increase of Rs. 3,06,624 over that of the preceding year, mainly contributed by the districts of Bankura, Hooghly, Howrah, Nadia, Jessore, Khulna, Rangpur and Malda owing to revaluation of those districts. The percentage of total collections on current demand, however, fell to 83·63 from 98·82 of the previous year. The falling off was mainly due to the fact that owing to the large increase in the cess demand on account of cess revaluation operations, the increased demands were not realised in full during the first year after the completion of the revaluation proceedings. The percentage of the outstanding balance on the total demand rose to 16·3 from 13·9 in the preceding year. The percentage of total collections on current demand exceeded the standard of 100 per cent. in the districts of Burdwan, Midnapore, Murshidabad, Chittagong, Noakhali and Jalpaiguri. The percentage varied from 80·2 to 99·9 in the remaining districts of the Presidency. Demands and collections.

Working
of the
certificate
procedure.

421. The total number of certificates filed for the recovery of arrears of cesses was 44,404 against 39,705 in the preceding year. Including 14,003 certificates pending from the previous year, the total number of certificates for disposal amounted to 58,407 of which 41,908 were disposed of and 16,499 left pending at the close of the year. In the majority of cases arrears of cesses were recovered on the mere issue of notices of demand, on the issue of notices for the attachment of property or on the issue of distress warrants, warrants of arrest and proclamation of sale. Recourse to actual sale had to be taken only in 659 cases.

Valuation and
reevaluation.

422. General revaluation operations on a large scale were in progress in the districts of Hooghly, Howrah, Khulna, Noakhali, Bogra, Pabna and Darjeeling. During the year under report operations were brought to a close in the district of Darjeeling. The assessment of coal mines in the districts of Burdwan and Birbhum and of certain *gazari* forest in Dacca was, as in the previous year, revised under Chapter V of the Cess Act. Partial valuations and revaluations were also undertaken in the districts of Midnapore, the 24 Parganas, Jessore, Nadia, Dacca, Faridpur, Bakarganj, Rangpur, Malda and Rajshahi.

CHAPTER VI.—VITAL STATISTICS AND MEDICAL SERVICE.

Vital Statistics.

[Report of the Director of Public Health, Bengal, for the year 1927.]

423. The total rainfall of the period from May to October was below normal in the Burdwan, Presidency, Rajshahi and Dacca Divisions by 20, 22, 9 and 21 per cent., respectively, while it was in excess in the Chittagong Division and in Cooch Behar by 14 and 10 per cent., respectively. Climatic conditions.

424. Among the ten provinces of India, Bengal stood ninth on the list as regards birth-rate and fourth as regards death-rate. Judged by the rate of natural increase as shown by excess of births over deaths, it was tenth on the list. Vital statistics. General.

425. During the year 1,286,863 births were recorded, giving a birth-rate of 27.7 per mille, which showed a percentage increase of 1.1 over the previous year and a decrease of 3.8 per cent. compared with the quinquennial average. The highest birth-rate (40.1 per mille) was recorded in Murshidabad and the lowest (15.5 per mille) in Calcutta. One hundred and eight males were born to every hundred females. As compared with the average of the previous ten years, the birth-rate showed a decrease in all divisions except Rajshahi and Dacca. Six districts, particularly Dinajpur and Faridpur, recorded birth-rates in excess of the decennial mean. Birth-rate.

426. A total of 1,189,370 deaths were recorded, giving a death-rate of 25.6 per mille which showed an excess of 3.6 per cent. in comparison with the previous year and of 1.6 per cent. with the quinquennial average. The highest death-rate (34.2 per mille) was recorded in Calcutta and the lowest (16.8 per mille) in Tippera. With the exception of Calcutta, Howrah, Faridpur, Khulna, Jessore and Noakhali, mortality rates decreased in all other districts as compared with the decennial average, the greatest advance being made in Darjeeling, Nadia, Birbhum and Burdwan. Death-rate.

427. During the year, 614,685 males and 574,685 females died, giving a ratio of 25.5 and 25.6 per mille, respectively, and a ratio of 106 males to every 100 females. Only in the Noakhali district the female deaths exceeded the male deaths; in all other districts, the reverse was the case. Mortality according to sex.

Maternal
deaths.

Mortality
according
to age.

Mortality
according
to class.

Infant
Mortality.

Excess of
births over
deaths.

Cholera.

Small-pox.

428. A total of 4,397 deaths occurred during the year among females within 14 days of labour, as compared with 3,228 during the previous year.

429. During the year 51·7 per cent., or a little more than half, of the total deaths occurred in children below 5 years of age and in age periods above 50; 48·3 per cent., or less than half, were claimed by a community between the ages of 5 and 50.

430. The death-rate among Musalmans was higher than that of the Hindus in the Burdwan, Presidency and Rajshahi Divisions, while it was lower in the Dacca and Chittagong Divisions, the two divisions in which the Musalmans generally predominate. Compared with the previous year, there was an increase in the death-rate among Hindus, Musalmans and other classes and a decrease among Christians, while it remained unchanged in the case of Buddhists.

431. A total of 229,078 deaths occurred among infants, giving a death-rate of 178·0 per 1,000 births. The infant death-rate showed a decrease of 9·6 per cent. over the death-rate of the previous year—114 male infants died to every 100 female infants; 19·3 per cent. of the total deaths occurred among infants. Both for males and females, the highest death-rate occurred in Calcutta and the lowest in Malda.

432. The excess of births over deaths was 97,493, giving a natural increase of 2·1 per mille. Seven districts—Calcutta, Jessore, Howrah, 24-Parganas, Hooghly, Khulna and Bakarganj—reported excess deaths over births.

433. During the year, cholera claimed 118,377 deaths, which, is 92·3 per cent. in excess of that of the previous year. The percentage of cholera mortality to total mortality was 9·9, against 5·1 during the previous year. Presidency Division recorded the highest rate of mortality followed by the Dacca Division. Among districts the highest mortality was recorded in Malda. The death-rate showed an increase over the decennial mean in all the districts except Midnapore, Birbhum, Burdwan, Jalpaiguri, Bankura and Darjeeling.

434. There were 42,514 deaths from small-pox, giving a death-rate of ·9 per mille, which is 80 per cent. in excess of that of the previous year and 200 per cent. over the decennial mean. The highest death-rate (1·37 per mille) was in the Burdwan Division and the lowest (·47 per mille) in the Dacca and Chittagong Divisions. Among districts, the highest death-rate (3·45 per mille) was recorded in Pabna and the lowest death-rate (·05 per mille) in Jalpaiguri.

435. Only one case of plague occurred in Bengal during the year and it was reported from Calcutta.

Plague.
Fever.

436. During the year, 789,006 deaths occurred from fevers with a death-rate of 17·0 per mille. Of this total number, 429,143 were due to malaria, 5,077 to enteric, 2,894 to relapsing fever, 1,425 to measles, 11,855 to kala-azar and the remaining 338,612 to other fevers. The death-rate from fever was 17·0 per mille and it represented 66·3 per cent. of the total mortality.

437. Deaths from malaria showed a decrease of 6·1 per cent. as compared with the previous year. The general incidence of malaria was highest in the Burdwan Division and lowest in the Chittagong Division. Judging from the fever index, Burdwan appears to be the most malarious district and Tippera the least so.

Malaria.

438. During the year, 11,855 deaths were reported from kala-azar, giving a death-rate of ·25 per mille. The death-rate was reduced by 19·4 per cent. as compared with the previous year, 27·4 per cent. for the towns and 14·3 per cent. for rural areas. Thus, the reduction started throughout in the province was maintained during the year under review. Among towns, Chandrakona returned the highest death-rate of 3·1 per mille and the lowest rate (·04) was returned from Barrackpur; 31 towns did not report any death from this cause.

Kala-azar.

439. During the year, 32,911 deaths were reported from respiratory diseases, of which 1,836 were due to influenza, 13,718 to pneumonia, 7,689 to phthisis and the remaining 9,688 to other respiratory diseases. The death-rate was ·71, representing 2·77 per cent. of the total mortality. Influenza claimed 5·5 per cent., pneumonia 41·6 per cent. and phthisis 23·36 per cent. of the total deaths under this head.

Respiratory
diseases.

440. There were 29,358 deaths reported from dysentery and diarrhoea, giving a death-rate of ·63 per mille.

Dysentery and
diarrhoea.

441. Deaths from injuries amounted to 19,359 including 3,171 from suicides, 11,310 from wounds and accidents, 4,502 from snake-bites and attacks of wild animals and 376 from rabies.

Injuries.

442. The average expenditure on sanitation per head of population in municipalities was Rs. 2-3-8 against Re. 1-15-8 of the previous year. The average income of District Boards per head of population was 4 annas and eight pies, of which 16·1 per cent., or 9·2 pies, per head was spent on medical relief, sanitation and vaccination.

Income and
expenditure
of local
authorities.

Emigration.

Inland Emigration.

[Report on Inland Emigration under the Assam Labour and Emigration Act, 1901 (V of 1901), for the year ending the 30th June 1928.]

443. There was an increase in the number of emigrants despatched to the labour districts during the year under review as compared with the previous year.

Recruiting operations in Bengal were conducted as usual in the districts of Bankura, Birbhum, Burdwan and Midnapore and in addition, in the district of Murshidabad. The number of garden sardais employed during the year was 512 (including 98 sardarins), as against 340 in the previous year. All worked under the supervision of licensed local agents. The number of local agents' licences was 11, as compared with 13 issued in the previous year. The total number of emigrants recruited in Bengal was 912, as against 147 in the previous year, the largest number coming from Birbhum, viz., 776. The total number of recruits from Bengal and other provinces embarking at Goalundo was 12,688 (including those recruited in the Bombay Presidency outside the Act), as compared with 11,212 in the preceding year.

The rest houses for emigrants at Asansol, Kharagpur, Naihati and Goalundo, maintained by the Tea Districts Labour Association, were frequently inspected and found to be satisfactory.

Six deaths occurred among emigrants in transit, viz., 1 at the halting station at Naihati and 3 at Goalundo, while 2 infants died on the journey between Naihati and Goalundo. No deaths occurred at other halting stations. Out of the 12,588 emigrants who arrived at Goalundo from the recruiting districts in and outside the Presidency of Bengal, 3 deserted, viz., 2 from Kharagpur and 1 from Goalundo, and 13 were released. As in the preceding year, there was no case of death or desertion amongst the emigrants during their journeys by steamer from Goalundo or by railway from Chandpur to their final destination.

In connection with the transport of labour to Assam, receipts increased from Rs. 565 in the preceding year to Rs. 697 during the year under review, while the expenditure decreased from Rs. 17,777-7-6 to Rs. 16,756-4.

Foreign emigration.

444. There was no emigration of skilled or unskilled labour from this Presidency to countries overseas during the year under report. Under a scheme for the return to Fiji of Indian repatriates

of that colony residing in this country, however, 350 such repatriates were collected by the Special Officer of the Government of Fiji in charge of the scheme and embarked for Suva in the *S.S. Sutej* which left Calcutta for that port on the 17th March 1928.

Medical Relief.

Calcutta Hospitals and Dispensaries.

[Report on the working of Hospitals and Dispensaries in Bengal for the year 1927.]

445. Thirty-three hospitals and dispensaries were in operation at the beginning of the year, and six municipal and one private aided institutions were added during the year; 21 of these institutions had in-door accommodation providing 3,334 beds, showing an increase of 189 beds over the previous year's figure. Number of institutions.

446. The total number of patients treated was 638,233 compared with 553,521 in the previous year. Attendance and admissions.

447. The number of nurses employed in the more important hospitals other than the Medical College group remained practically the same as in the previous year. In the Medical College group of hospitals the number employed decreased from 183 to 141, owing to difficulties in recruitment. Nursing.

448. The incidence of disease as shown by the attendance registers was heaviest under the head "Malaria," the number of patients treated being 57,180 against 49,893 in the previous year. Venereal diseases claimed the next largest number of patients, viz., 27,050, compared with 21,625 in the previous year. The number of kala-azar patients increased from 9,947 to 13,278 and that of influenza patients from 10,207 to 15,069. Cholera patients numbered 2,793, against 1,915 in the previous year. The number of patients receiving treatment for tuberculosis showed a rise, viz., from 4,117 in 1926 to 6,358, while under the head "Beri-Beri" the number fell from 6,810 to 2,883. Diseases.

449. The total receipts of Class I, III and IV institutions, excluding opening balances, amounted to Rs. 31,37,238, as compared with Rs. 30,67,376 in the preceding year. Government contributions amounted to Rs. 19,59,061 or 62.44 per cent. of the total income. The municipal contributions amounted to Rs. 2,63,539 in 1927 and Rs. 1,07,882 was realised from subscriptions and donations. The income from fees from paying patients was Rs. 3,26,972 against Rs. 3,29,323 in 1926. The total expenditure on the maintenance of the Calcutta hospitals excluding investments amounted to Rs. 30,70,422, which was Rs. 1,78,178 more than the cost incurred in 1926. Finance.

District Hospitals and Dispensaries.

**Number of
institutions.**

450. During the year 34 new dispensaries were opened, of which 26 were local institutions.

Medical relief was afforded to 130,663 persons in temporary dispensaries and 230,103 persons received treatment in the malaria and kala-azar centre opened by District Boards.

The number of Homeopathic dispensaries was 49, of Ayurvedic, 12 and of Unani, 3 only.

**Number of
patients.**

451. The number of patients treated in the allopathic dispensaries was 8,047,802, compared with 7,788,457 in 1926. In the Homeopathic, Ayurvedic and Unani dispensaries the number treated was 260,675, 26,937 and 6,338 respectively.

Diseases.

452. As usual, more patients were treated for malaria than for any other disease, viz., 2,055,915 against 2,115,764 in 1926. Kala-azar supplied 76,504 against 104,648, and 88,968 persons were treated for influenza. The number of sufferers from tuberculosis was 9,371, while cholera patients numbered 17,827, as compared with 9,262 and 11,380 respectively in 1926. Venereal diseases accounted for 76,076 patients, as against 80,638 in 1926.

Finance.

453. The actual receipts of Class I, III and IV hospitals and dispensaries amounted to Rs. 23,21,916 and the cost of maintenance was Rs. 22,00,142, the corresponding figures for 1926 being Rs. 22,71,701 and Rs. 21,53,759 respectively.

Of the total receipts contributions from Government amounted to Rs. 3,40,904 and those from local funds to Rs. 11,19,230. Public subscriptions and donations totalled Rs. 3,70,354 against Rs. 3,94,124 in the year before.

General.

454. The standard of efficiency in the mufassal hospitals generally, and this applies to many of the hospitals at district headquarters even, was noticeably low. This was largely due to the fact that when new obligations are thrown upon or assumed by local authorities their revenues do not expand to a corresponding extent; the tendency on the part of the local bodies to accept sums of money for the erection and equipment of new dispensaries for which no adequate endowments were made, added to their financial difficulties, to get round which some of them stopped or delayed payments of their contribution to older institutions under their charge. The interest displayed in medical education and the willingness of donors to subscribe towards extending and endowing hospitals associated with the new medical schools which are being started in several districts were, however, wholesome features of the situation.

Eden Sanitarium, Darjeeling.

[Report of the Eden Sanitarium and Hospital for 1927.]

455. The Eden Sanitarium and Eden Hospital were founded for the benefit of Europeans, residing in this Presidency and elsewhere, who are unable to obtain in their homes the care and attention which they require when overtaken by sickness or accident. General.

456. During the year 1927 the Sanitarium remained open from 1st April to 15th November and the Hospital from 28th January to 17th December. There was an increase in the number of admissions from 510 to 547, which was due to popularity of the institution. The total number of patients treated in the Hospital was 119, of whom 117 were cured and 2 died. Number of patients.

457. No special grant from Government was required by the institution. The usual grant of Rs. 1,500 for the maintenance of free beds was made by Government. In spite of a considerable decrease in receipts from donations and entertainments, the working of the year showed a profit of Rs. 697, but the balance sheet still shows that liabilities exceed assets by more than Rs. 9,700. Finance.

Sanitation.

[Bengal Sanitary Board's Report and the Report of the Chief Engineer, Public Health Department, Bengal, for the year 1927.]

458. During the year, the number of the non-official members of the Sanitary Board was increased from six to eight. The Board held seven meetings during the year. Eight water-supply schemes, the extension of the sewage system of the Darjeeling Municipality, the Suri drainage scheme and the Bhatpara improvement scheme were approved by the Board and submitted to the Local Government. The Board considered the Howrah municipal tube-well scheme and returned it to the local authority with instructions to provide for renewal of the tube wells after every ten years. The inspection reports on the health conditions of municipalities and the water analysis reports were discussed by the Board and such action as was considered necessary was taken. Sanitary Board.

459. Twenty-two schemes were under construction during the year under the supervision of the Chief Engineer, Public Health Department, including eighteen water-supply schemes at Dacca, Chandpur (northern and southern sections), Brahmanbaria, Narayanganj, Burdwan, Burdwan Police Lines, Midnapore, Raniganj, Suri, Tamluk, Howrah, Naihati, Jessore, Kalimpong, Sanitary Engineering.

Khulna, Patuakhali and Faridpur, three drainage schemes at Dacca, Budge Budge and Tittaghur, and sewer connection scheme for the Government schools at Dacca. Besides, four experimental tube wells were sunk at Bogra, Faridpur, Chowmakha (Faridpur) and Rayenda (Khulna). Seventeen sketch projects were prepared, including nine water-supply schemes at Rajshahi, Budge Budge, Nawabganj, Tamluk, Kushtia, Barisal, Dainhat, Burdwan and Bankura; and eight drainage schemes at Chitattong, Dacca, Kalimpong, Baranagar, Vishnupur, Azimganj, Kotrung and Budge Budge. Seven detailed projects were prepared including five water-supply schemes at Dacca, Asansol, Chandpur, Suri and Tamluk, one drainage scheme at Suri and a sewer connection scheme for the Dacca Intermediate College.

Thirty-nine water-works were under operation during the year. The total capital expenditure on construction of water-works during the year was Rs. 6,23,333 and on drainage projects Rs. 6,06,823.

Vaccination.

[Annual Statistical Return and Short Notes on Vaccination in Bengal for the year 1927-28.]

460. The total number of vaccinations performed during the year amounted to 3,975,837, including 1,928,674 primary and 2,047,163 revaccinations. Compared with the previous year, there was an increase both in the primary and revaccination by 186,873 and 510,383 respectively. The quinquennial outbreak of small-pox, which started in 1924, continued throughout the years 1925, 1926 and 1927 and claimed the heaviest number of victims during the months from November 1927 to May 1928. The Bengal Public Health Department co-operated with the district health staff in its attempt to arrest the progress of the disease by lending the services of Sanitary Inspectors and Special Inspectors of Vaccination. The Local Government sanctioned a contribution of Rs. 50,000 to the District Boards to assist them in providing free vaccination.

The Poisons Act.

[Report on the Working of the Poisons Act for the year 1927-28.]

461. Three thousand and fifty-seven licences were current during the year throughout the Presidency excluding Calcutta, as against 2,640 in the previous year, showing an increase of 417 licences. In Calcutta 523 licences were renewed and 51 fresh licences issued, making a total of 574 against 556 licences in the

preceding year, showing an increase of 19 licences. During the year there were 32 prosecutions under the Act, of which 21 were in Calcutta and the remaining in the mufassal. Out of 21 prosecutions in Calcutta 20 ended in conviction, while out of 12 in the mufassal six ended in conviction. There were 26 cases of cattle-poisoning in the Presidency; 12 of the cases disposed of ended in conviction.

Health of the Port of Calcutta.

462. The number of inward bound vessels inspected in the port was 1,354 and of the outward bound vessels 1,373. Crews and passengers inspected were:—

			Inward.	Outward.
Crews	..	..	117,427	122,724
Passengers	..	..	113,336	141,284

There were six deaths among European seamen in hospitals, while there were 67 cases of venereal diseases. The total number of deaths among the Asiatic floating population was 115, of which 35 deaths were from natural causes, 67 from accidental injuries, 4 from suicide, 8 from drowning and 1 from electric shock.

Thirteen ships arrived in this port with infectious diseases on board, one of which had 29 cases amongst returned emigrants from Fiji. The Protector of Emigrants took charge of the emigrants, and the other patients were sent to hospital as usual and necessary precautionary measures were taken.

Health of the port of Chittagong.

463. The total number of ships examined was 314, against 383 during the previous year, and the number of crews and passengers examined were:—

			Inward.	Outward.
Crews	..	..	19,377	6,010
Passengers	..	..	72,962	6,450

There was one death among European seamen in hospital. Among the Asiatics, one case of small-pox was found amongst the crew of a steam-ship from Calcutta and a deck passenger on a steam-ship from Rangoon was found suffering from chicken-pox. Necessary precautionary measures were taken. Many cases of beri-beri arrived at the port from Akyab.

CHAPTER VII.—INSTRUCTION.

General System of Public Instruction.

See General Administration Report for 1921-22, Part II, pages 276-289.

EDUCATION.

[Progress of Education in Bengal for 1927-28.]

Educational
institutions and
expenditure.

464. During the year under review the number of institutions increased by 2,911. Recognised institutions increased in number from 58,833 to 61,786. The number of unrecognised institutions fell from 1,610 to 1,568. Pupils attending recognised institutions rose in number from 2,289,876 to 2,446,678 and those attending unrecognised institutions increased from 53,504 to 55,034. Of the total number of pupils reading in all classes of institutions 2,039,786 were males and 461,926 were females as compared with 1,918,228 and 425,152, respectively, in the preceding year. The total expenditure on public instruction amounted to about Rs. 415 lakhs, of which about Rs. 150 lakhs were received from provincial revenues, Rs. 16 lakhs and Rs. 9 lakhs from District and Municipal Funds, respectively, Rs. 171 lakhs from fees, and Rs. 69 lakhs from other private sources.

The constitution of a new Superior Educational Service in lieu of the Indian Educational Service has been under the consideration of Government. A revised and unified curriculum has been approved for Secondary Schools of East and West Bengal.

Government have under consideration a scheme for reconstituting the Calcutta University, and a special officer has been appointed to frame a Bill for this purpose.

Collegiate
education.

465. The number of Arts Colleges for men excluding University Classes in Calcutta and Dacca was 42 as compared with 41 in the preceding year, the increase being due to the adoption of the Calcutta University Intermediate Course by St. Joseph's College, Calcutta, a Higher Secondary School for Europeans and Anglo-Indians. The number of students reading in Arts Colleges for men fell from 22,131 to 20,514. Of the Arts Colleges for men, 10 were maintained by Government and the rest were under private management. The number of colleges for women remained the same as in the previous year, viz., 4, including the Intermediate Classes of the Eden High School for Girls at Dacca. The total expenditure for the upkeep of the Arts Colleges for

men amounted to Rs. 35,35,370, of which Rs. 13,17,535 were borne by provincial revenues, Rs. 4,924 by Municipal Funds, Rs. 18,77,961 by fees, and Rs. 3,34,950 by other sources.

No meeting of the Advisory Committee for Higher Education was held during the year. In connection with the development scheme of the Presidency College, additional land was acquired for the college during the year under review at a cost of Rs. 1,55,033; further land acquisition is necessary for providing play-ground, a Muhammadan hostel, and a Hindu hostel for the post-graduate students, and a project for the purpose has received the administrative approval of Government. Certain recommendations of the Sanskrit College Committee, viz., those for the creation of a research scholarship for Sanskrit subjects, improvement of the Library of the college, etc., have been accepted by Government, while others are still under consideration.

466. The number of Secondary Schools for Indian boys rose from 2,675 to 2,747. High and Middle English Schools increased by 13 and 66, respectively, but Middle Vernacular Schools decreased by 7. The number of pupils in High and Middle English Schools increased by 5,804 and 10,864, respectively, and that in Middle Vernacular Schools decreased by 279. The cost of maintaining Secondary Schools amounted to more than 114 lakhs of rupees, of which more than 93 lakhs were met from private sources. Secondary education.

The Board of Intermediate and Secondary Education, Dacca, has effected some improvement in secondary education in its area, in spite of the unfavourable conditions under which it has to work.

467. There was an increase during the year, both in the number of Primary Schools for Indian boys and in their attendance. The number of schools increased from 38,187 to 39,990. On the 31st March 1928, Primary Schools for Indian boys were attended by 1,497,677 pupils as compared with 1,398,942 pupils on the corresponding date of the previous year. Besides this number, the Primary Department of Secondary Schools had 192,682 pupils against 183,753 in 1926-27. Of the total number of pupils in Primary Schools for Indian boys, 681,418, or 45·5 per cent., were Hindūs and 8,000,503 or 53·4 per cent., were Muhammadans. Primary education.

The total cost of maintaining Primary Schools for Indian boys amounted to Rs. 62,36,249, as compared with Rs. 55,90,162 in the previous year.

Of the total direct expenditure, Rs. 30,84,336 or 49·46 per cent., was met from public funds, and Rs. 31,51,913, or 50·54 per cent., from private sources. The expenditure from public

funds was made up of Rs. 20,00,397 from provincial revenues and Rs. 7,01,928 and Rs. 3,82,011 from District and Municipal Funds, respectively. An additional sum of Rs. 2,70,000 out of the Rs. 5,51,000 sanctioned in 1926-27 was distributed by Government during the year under review for supplementing the pay of trained and untrained teachers employed in aided Primary Schools and Maktabas for boys in District Board areas. A sum of Rs. 41,000 was sanctioned for the construction of 41 Panchayati Union Schools for boys, while Rs. 1,09,000 was sanctioned for the maintenance of schools built in previous years. Funds were also allotted during the year for the opening of 34 Primary Schools under Mr. Biss's scheme in certain Municipal and Union Board areas in the province.

At the close of the year there were 456 Primary Schools for Indian boys in Calcutta, with 33,817 pupils, as compared with 415 schools and 28,492 pupils in the preceding year. The Corporation free Primary Schools for boys, which are included in the foregoing figures, numbered 117.

Training
of male
teachers.

468. At the close of the year there were 97 institutions for the training of male teachers for Indian schools, viz., 2 colleges, 6 Normal Schools, and 89 Guru and Muallim Training Schools. The 2 Training Colleges at Calcutta and Dacca, which had an enrolment of 133 students, 130 in the B.T. Class and 3 in the L.T. Class, passed 112 students in the B.T. and 2 in the L.T. Examinations. This fact confirms the doubt whether there is much scope for the L.T. Course, now that Government have brought into effect the rule that candidates for the appointment as English teachers or as Sub-Inspectors of Schools must have obtained the B.T. Degree, except in the case of first class M.A.'s or M.Sc.'s.

First Grade
Training or
Normal
Schools.

469. Of the 6 Normal Schools, 5 were Government institutions and 1 was aided. There were 452 pupils on the rolls of these schools, and they passed 112 students, out of 150 candidates who appeared at the Final Examination.

Guru Training
and Muallim
Training
Schools.

470. The Guru and Muallim Training Schools had a total of 1,868 pupils in them. These schools presented 1,562 candidates for the Final Examination and of these 1,156 were successful. The introduction of a new experiment in the training of teachers, called the Punjab or Mogra Scheme, has been sanctioned by Government in connection with the Mission Guru Training School at Hat Chapta, Nadia. The aim of the scheme is to train men who will make village schools a vital factor in the uplift of the village. Applicants for admission to the Training School are required to have passed the Middle School Standard Examination. Students under training, in addition to spending

more than a-third of their time on the study of educational principles and the theory and practice of teaching, also take part in agricultural work, wood and iron work, tailoring and weaving.

471. On the 31st March 1928, the Bengal Engineering College had 268 pupils on its rolls as against 291 in the previous year. Twenty-three candidates passed the B.E. and 35 passed the I.E. Examinations. Four passed the Associateship in Mechanical Engineering, 15 obtained the Diploma in Mechanical and Electrical Engineering and 3 the Diploma in Mining during the year under report. A revised scheme for a Selection Examination at Purulia for Public Works Department appointments in Bengal and Bihar and Orissa has been sanctioned; the first examination under the new scheme will be held in 1929.

Professional
and technical
education:
Bengal
Engineering
College.

472. The Ahsanullah School of Engineering, Dacca, had 468 students on its rolls on the 31st March 1928 against 440 in the previous year. The school passed 70 students in the Upper Subordinate and 80 students in the Lower Subordinate Examinations.

Ahsanullah
School of
Engineering.

473. The Government School of Art had on its roll 412 students on the 31st March 1928 against 335 in the preceding year. The permanent retention of the Commercial Art Section of the school has been administratively approved by Government. The constitution of a Governing Body of 8 members has been sanctioned by Government for the school.

Government
School
of Art,
Calcutta.

474. The number of students on the roll of the Government Commercial Institute was 253 on the 31st March 1928 against 225 in the previous year. The report of the Commercial Education Committee has been further considered, and it was decided that action should be taken in respect of better housing of the institution, the reorganisation of the staff and the constitution of a Governing Body for the school.

Government
Commercial
Institute,
Calcutta.

475. The number of recognised schools of all grades and types for Indian girls increased during the year under review from 14,748 to 15,741, and the number of pupils attending them from 356,492 to 387,087. There were 223 unrecognised schools which had 6,938 pupils on their rolls. Fifty-eight candidates appeared at the B.A. Examination, of which 51 were successful, 15 obtaining honours. Of the 139 candidates who appeared at the I.A. and I.Sc. Examinations, 82 came out successful. The quality of needle-work in girls' schools has much improved under the guidance of trained mistresses. The Lady Carmichael Diploma has acted as a great incentive to the work. A diploma has also been instituted by the Ladies' Indian National Association.

Education
of Indian
girls and
women.

Education of
Europeans
and Anglo-
Indians.

476. The number of institutions for the education of Europeans and Anglo-Indians was 64 as compared with 62 in the previous year. This number excludes 2 schools—both of the primary type—as they did not receive recognition during the year. Of the 64 institutions, 61 were schools for general education, and 3 for special instruction.

As before, 3 institutions—viz., the Victoria Boys' School, the Dow Hill Girls' School, and the Dow Hill Training College, Kurseong—were under the direct control of Government. The remaining schools were in the main managed by the Railway authorities and the various Christian denominations. In the Victoria and Dow Hill Schools, Kurseong, the fee rates were raised slightly for the children of persons of European descent employed under Governments of other provinces. The Dow Hill Training College, which trains only European and Anglo-Indian female teachers, had 17 students on its rolls as compared with 19 in the previous year. A satisfactory type of pupil teacher is admitted yearly to this college. To provide extended opportunities for the students of the college for employment as teachers, Bengali or Urdu has been added to the list of compulsory subjects for the Final Examination. In the absence of a separate college in the province for the training of European male teachers, Government provide stipends for those who desire to proceed to the Chelmsford Training Class attached to the Lawrence School at Ghora Gali, Punjab. No candidate could be deputed to the Training Class last year. Special Classes for Probationary Sick Nurses were held at Entally Convent, Loretto House, Calcutta, and St. Andrew's Colonial Homes, Kalimpong. The latter had also Special Classes for Children's Nurses and for Practical Agricultural Training. The Telegraphy Classes have been discontinued in this institution. For the education of the physically and mentally defective European children, the Children's Home, Kurseong, continued to provide training by special methods. The Home had 19 pupils on the rolls. The creation of 2 scholarships of £300 a year each, tenable for 3 years in the United Kingdom, with war bonus at the rate of 15 per cent.—one to be awarded triennially to a male student and the other to be awarded triennially to a female student of the domiciled community—has been administratively approved by Government. No scholarship could, however, be awarded during the year under review, owing to the absence of the necessary budget provision. Monetary assistance was also forthcoming from associations abroad for the promotion of European education; for instance a London Association voted in 1927 a sum of Rs. 40,396 in favour of 5 European schools in the province for purposes of capital expenditure.

477. The total number of Muhammadan pupils, enrolled in all types of educational institutions for Indians, was 1,235,706. The proportion of Moslem pupils to the total number of students under instruction was 49·6 per cent., but in Arts and Professional Colleges, the Muhammadans formed only 13·7 and 14·8 per cent., respectively, of the total number of students at those stages. In the high and middle stages of instruction, the proportion of Moslems was 14·8 and 19·5 per cent., respectively, of the pupils of all communities. In the primary stage, however, the proportion was 51·8, and in other special schools it was 71·9 per cent. of the total number of students enrolled. During the year under review there were 3 Islamic Intermediate Colleges against 2 in the previous year. The total number of students in these colleges was 154. Out of 57 students who appeared in the Islamic Intermediate Examination, held in March, 1928, 33 were successful. At the end of the year, there were 665 Madrasahs in the province with 59,560 pupils on their rolls. Of the total number of Madrasahs, 501 were of the reformed type, the remaining 164 being of the old type. Two hundred and fifty-six candidates sat for the High Madrasah Examination, of whom only 71 passed. In the Junior Madrasah Examination, out of the 1,228 students who appeared, only 807 came out successful. At the Central Madrasah Examination, conducted by the Calcutta Madrasah, 655 candidates appeared, of whom 369 passed. The number of Maktabas was 22,892; 705,439 pupils were enrolled in them, of whom 197,703 were girls. There were 617 Quran Schools and 6 Muallim Training Schools. The number of Muhammadan girls enrolled in all recognised institutions was 242,483 against 221,206 in the previous year; of these 5 were in Arts and Professional Colleges, 29 were in the high stage, 60 in the middle stage, 242,092 were in the primary stage and 297 read in special schools. Though the total number of girl students increased during the year, it is no proof that female education is really progressing in the Moslem community. The increase is only in the primary stage, while in the higher stages of education the number of girls remains as scanty as ever.

Literature and the Press.

478. The total number of publications registered was 4,722, of which 3,425 were books and 1,927 periodicals. Of the former, 3,038 were original publications against 2,914 in 1926, and 387 republications and translations against 416 in 1926. The number of educational books (including school text-books, keys, notes,

Bengal
Library
and the
working of
Act XXV
of 1867.

etc.), fell from 1,121 in 1926 to 1,085 in 1927, while the number of non-educational books rose from 2,209 to 2,340.

The Press.

479. The total number of newspapers and periodicals, both English and vernacular, printed and published during the year under review was 716—an increase of 31 over last year. The number includes 255 newspapers and 444 periodicals. Of the total number of publications, 188 were in English, 370 in Bengali and the remainder in other languages.

One hundred and eighty-four new newspapers and periodicals were started, and 173 ceased to exist during the year.

Literary
publications.

480. The year 1927 shows a further increase in literary activity. The general standard of the productions was, however, distinctly low, and there was no marked improvement in any branch of literature. Politics coloured a great part of the literature of the year.

There was no dramatic production of note during the year, but the two pieces “Chandidas” by Aparesh Chandra Mukharji and “Shorasi,” a dramatised version of the novel “Dena Paona,” by Sarat Chandra Chatarji met with the most success and popularity on the stage.

Bengali fiction was marked by the number of important novel advocating amelioration of the conditions of the depressed classes. This appeal for their uplift was, however, marred by the picture drawn in these productions of the exploitation of the honest and industrious poor by the unscrupulous and idle rich. Practically no contributions were made during the year by Rabindra Nath Tagore and Sarat Chandra Chatarji.

The literature on art was the poorest of recent years.

Proscriptions
and
prosecutions.

481. During the year under review 2 books and 1 picture were forfeited under section 99-A., Criminal Procedure Code.

Four newspapers were prosecuted under section 153-A., Indian Penal Code, resulting in 3 convictions and 1 acquittal. In 1 of the convictions the sentence was set aside by the High Court. One newspaper was unsuccessfully prosecuted under section 124-A., Indian Penal Code, and proceedings under section 108, Criminal Procedure Code, were also instituted with success against 1 newspaper.

Topics
discussed in
the Press.

482. As in previous years, the Indian Press was preoccupied with politics and found little room for the discussion of subjects relating to the material welfare of the people. Apart from 1 or 2 moderate papers, the energies, of the Press were concentrated on the denunciation of dyarchy, the detention of persons under

the Bengal Criminal Law (Amendment) Act and the constitution and plan of the Statutory Commission, the last-named bearing the brunt of the ill-governed and unreasonable fury of the anti-Government Press.

The release of Mr. Subhas Chandra Bose had no moderating influence on the tone of the Press. The "Forward" newspaper, on the contrary, became more bitter than before.

Considerable interest in foreign politics has been evinced generally with the object of comparing Great Britain in an unfavourable light with Russia, which is held up as a shining example of a State inspired by altruistic motives.

A deal of publicity has been given to the speeches and writings of prominent communist.

The intense communal feeling which was the outstanding feature of Press writings in the previous year was less evident in the year under record. This change of attitude was possibly due to the desire of the Hindu nationalists to conciliate the Muhammadan members of the Legislative Council and to win their support in ousting the Ministers.

LITERARY SOCIETIES.

See General Administration Report for 1921-22, Part II, pages 293-95.

ARTS AND SCIENCES.

483. The Government School of Art, Calcutta, had on its rolls 412 students on the 31st March 1928 against 335 in the previous year. Of these students 188 belonged to the Elementary Department, 41 to the Industrial Department, 47 to the Draftsman Department, 78 to the Fine Arts Department, 11 to the Teachers' Department, and 47 to the Commercial Art Section. Classified according to caste or creed, the enrolment included 387 Hindus and 14 Muhammadans; the rest of the students belonged to other creeds. The maintenance charges of the school amounted during the year 1927-28 to Rs. 57,414, of which Rs. 38,570 was provided from provincial revenues. Mr. Percy Brown, Principal of the institution, retired in May 1927; Mr. J. P. Ganguly, the Vice-Principal, has been officiating in the vacancy, and a teacher of painting has been appointed as a temporary measure to enable the teaching staff to cope with the work. The administrative approval of Government has been accorded to the permanent retention of the Commercial Art Section which was opened on a temporary basis in December 1925.

Government
School
of Art,
Calcutta.

**Government
Art Gallery,
Calcutta.**

484. The practice of lending to the Government School of Art selected specimens of art objects from the gallery, useful as examples to students, continues to be in force. The Government Art Gallery has been transferred recently to the control of the Government of India.

**Other Schools
of Art.**

485. There were 4 other Schools of Art in the Presidency, to 3 of which grants were given by Government.

**Industrial
education.**

486. An account of the progress of industrial education will be found in the section in the work of the Director of Industries, included in Chapter IV of this Report.

CHAPTER VIII.—Miscellaneous.

See General Administration Report for 1921-22, Part II, pages 298-301.

Ecclesiastical.

487. The Ecclesiastical Establishment in Bengal from April 1927 to September 1928, paid entirely or in part by Government, consisted of the Lord Bishop of Calcutta, the Archdeacon of Calcutta, the Domestic Chaplain to the Bishop, the Registrar of the Diocese, 12 Chaplains of the Church of England, 9 Clergymen of the Additional Clergy or other Societies, 2 Chaplains of the Church of Scotland, the Most Reverend Archbishop Dr. Ferdinand Perier, S.J., and 4 Priests of the Roman Catholic Church. Establishment.

Hedjaz Pilgrims.

488. During the year one ship with 379 pilgrims sailed from Calcutta for the Hedjaz in the month of April 1928. This small number of pilgrims is partly attributable to the influence of Moallems to whose activities references were made in the Administration Reports for 1925-26 and 1926-27. Arrangements are being made to secure by legislation some degree of control over these persons.

Chemical Examiner's Department.

[Report of the Chemical Examiner for the year 1927.]

489. Lieutenant-Colonel T. C. Boyd, I.M.S., continued to hold General charge of the department during the year under review.

A Committee was appointed by Government during the year to consider certain proposals for re-organization of the department.

490. During the year 7,557 articles were examined, showing an increase of 536 over the figures of the previous year. In the General Analytical Department, 3,058 examinations were made as compared with 2,296 in the previous year. Examination under "Excise" showed an increase of 718 cases under "Cocaine" and of 157 under "Opium." Analytical cases.

Medico-legal
cases.

491. The number of medico-legal cases referred to this department for examination in 1927 was 2,112 as against 2,212 in 1926. The number of human poisoning cases investigated was 1,025, showing a decrease of 155 as compared with the previous year's figures, while the number of animal poisoning cases examined showed an increase of 28. An increase of 25 only was noticeable under stain cases. The total number of articles examined during the year fell from 4,606 to 4,351.

The percentage of detection in human poisoning cases was 25.76 as compared with 19.62 in 1926, while in animal poisoning cases the percentage was 56.75 as against 49.07.

Veterinary Department.

[Annual Report of the Veterinary College and of the Civil Veterinary Department for the year 1927-28.]

Bengal
Veterinary
College.

492. During the year the number of students again showed an increase and there were 144 on the rolls at the close of the session as against 125 in the previous year. Of these, 46 were from Bengal as against 32 last year, but the Bihar and Orissa students fell from 66 to 53. The rest included students from Persia, Ceylon, Bhutan, Penang and Iraq. On the results of the annual examination, the Board of Examiners stated that they considered the results were highly satisfactory and that the students as a whole had been well taught.

A new Dissection theatre was opened during the year.

A four months' training class for farriers and dressers was opened during the year and promises to be popular.

College
Hospital.

493. Two thousand five hundred and sixty-one patients were treated and 469 operations performed as against 2,562 and 374, respectively last year.

Raymond
Research
Laboratory.

494. Useful work was, as usual, carried out at the Raymond Research Laboratory, where 138 brains of animals suspected of rabies and many other pathological specimens were examined.

Civil
Veterinary
Department.

495. The year was a mild one so far as epidemic diseases were concerned, but, as pointed out by the Director, these things go in cycles, and diminution of outbreaks in a particular year is no indication that such diseases are dying out.

The total number of deaths from epidemic diseases was 15,459 as against 35,719 in the previous year. The deaths from rinderpest, which accounted for 76 per cent. of the total, fell from 33,405 to 11,790. Hæmorrhagic septicæmia, on the other hand, showed a slight increase from 1,492 to 1,899. Tippera heads the rinderpest list with 1,611 deaths, closely followed by Chittagong with 1,521, and Mymensingh with 935. The casualties in Khulna and Bakarganj fell from over 4,400 each to 473 and 688 respectively. The deaths in Sodepur Pinjrapole fell from 189 to 142.

One hundred and thirteen thousand seven hundred and fifty-seven inoculations were performed as against 206,616 in the previous year, but this was in respect of a number of outbreaks which was less by more than half than that of the previous year. The death rate among inoculated animals was negligible. There is very little opposition to inoculation. There was an increase of patients treated by Veterinary Assistant Surgeons on tour, viz., 169,385 as against 126,661, an increase of over 33 per cent., while the number of cases treated at dispensaries and hospitals rose from 56,184 to 71,159, or by over 26 per cent. (the rate of increase last year was 10 per cent.).

496. No new hospital or dispensary was opened during the year, and there was no increase of staff. The Mymensingh District Board have undertaken the construction of a serum cellar at their Sadar dispensary; the Pabna District Board have allotted Rs. 12,000 for the construction of a veterinary hospital and quarters for the Veterinary Assistant Surgeon at Pabna; and the Rajshahi District Board have constructed a serum cellar at the headquarters veterinary hospital

Dispensaries.

Zoological Garden, Calcutta.

[Annual Report of the Honorary Committee for the year 1927-28.]

497. The total receipts of the garden rose from Rs. 1,13,432-2-7 to Rs. 1,37,465-10-8 and the expenditure from Rs. 93,399-0-5 to Rs. 1,16,174-1-5, leaving a closing balance of Rs. 21,259-7-3. During the year the visitors to the garden numbered 1,107,161, showing an increase of 2,80,950 as compared with the previous year. The gate money realised increased from Rs. 58,486-4 to Rs. 76,701-2. The increase in the number of visitors and in the receipts at the gate is attributable partly to the return to normal conditions of which mention was made in the last report, and partly to the enhanced amenities of the garden. The garden was, as usual, open free to the public one day in each month, and 48,475 persons took advantage of this privilege as against 35,942 persons in the previous year.

Finance and
Statistics.

An important work of construction was the transformation of the old Sambar enclosure, always a rather dirty and unattractive corner of the garden, into the "Island enclosure" which exhibits a number of animals and birds practically in a wild state with no railings to obstruct the view, their place being taken by a wide water-filled ditch. Improvements were also effected in the laboratory building, and part of it was converted into a dispensary and a hospital for sick animals.

Administration of the Cinematograph Act, 1927-28.

498. During the year under review, the Bengal Board of Censors held 15 meetings and certified 634 films. Seven hundred and nineteen films were examined by the Board's Inspectors. Certificates were refused for 7 films and 83 films were passed after objectionable portions had been excised. Among the films offered for censorship was "Dawn." A certificate was refused by the Board, but on an appeal by the exhibitor Government directed that the film should be certified as suitable for exhibition.

The Cinematograph Committee appointed by the Government of India last year have since submitted their report which has been published for general information.

Administration of the Indian Electricity Act, 1910.

499. During the year 1927 no new licences for the supply of electrical energy were granted, nor was any of the existing licences revoked. The new procedure requiring applicants for licences to submit particulars of their schemes before granting the licences has resulted in a steadying influence, and is calculated to be of ultimate benefit to both licensees and consumers. Applications for licences for supplying electric energy in the towns of Rangpur, Serajganj and Berhampore, which had been pending at the close of the preceding year, were still under consideration, while fresh applications were received during the year for licences for the towns of Pabna, Kurseong, Bhatpara (riverside distribution), Serampore, Hooghly-Chinsura and Rajshahi.

The new power station of the Calcutta Electric Supply Corporation, Limited, at Garden Reach, the construction of which was completed during the year, is giving satisfactory service.

The working of the Hooghly-Chinsura Electric Licence, 1919, was still far from satisfactory. The construction of high pressure aerial lines to inter-connect the sub-stations at Hooghly and Chinsura was commenced, but supply was not given through them by the end of the year. A licence was applied for by the Calcutta Electric Supply Corporation, Limited, for the area of Hooghly-Chinsura, but much opposition was raised by the local inhabitants, who, though dissatisfied with the present licensees, were averse to the Calcutta Electric Supply Corporation being granted a licence.

The regular supply of energy to consumers under the Burdwan Electric Licence, 1920, was commenced during the year, and the generating plant is giving satisfactory service.

Owing to certain electrical works being installed at the Race Course at Barrackpore, orders were issued under clause VI (I) of the Schedule to the Indian Electricity Act for the licensees, Messrs. Kilburn and Company, to make necessary extensions in their generating plant to meet the increased load.

There was considerable difficulty in obtaining the accounts of the Mymensingh Electric Supply Company who were at the end of the year threatened with prosecution, a threat since put into effect, for non-compliance with the Indian Electricity Act and Rules in this respect.

The Narayanganj Electric Licence, 1926, originally granted to Babu Sarat Chakrabarty of Messrs. Chakrabarty and Sons of Dacca, was transferred to the Narayanganj Electric Supply Company, Limited.

Permission was granted to the Calcutta Electric Supply Corporation, Limited, under section 27 of the Indian Electricity Act, 1910, to supply energy to Cox's Bungalow at Barrackpore Trunk Road.

Sanction to the supply of energy under section 28 (I) of the Indian Electricity Act, 1910, was granted to—

- (1) The Eastern Bengal Railway from the Railway Power House at Kanchrapara to the Kanchrapara Municipal Pump Works.
- (2) Dishergarh Power Supply Company to the Maharaja of Kasimbazar's Khas Collieries.
- (3) The Eastern Bengal Railway from the Railway Power House at Saidpur to the Government Telegraph Office at Saidpur.

Government sanction under section 28 (I) of the Act to the supply of energy by the Bengal Iron Company from their Kulti Power Station to the Maharaja of Kasimbazar's Begonia Colliery was withdrawn.

Four prosecutions which were instituted during the year for breaches of the Indian Electricity Act ended in the conviction of the accused.

There were 71 accidents during the year against 14 in 1926, and 13 deaths in connection with the generation, transmission, supply and use of electric energy against 7 in 1926. The increase in the number of accidents is probably due to the Government order issued in 1926, which brought the question of reporting electrical accidents to the notice of all licensees and also to several public bodies who are in touch with the electrical trade.

Indian Territorial Force.

500. As a result of the Shee Committee's proposals, certain amendments have been made to the Auxiliary Force and the Indian Territorial Force Acts in order to carry out the recommendations of the Committee.

The formation of a unit of the University Training Corps at Dacca University was sanctioned.

APPENDIX.**Speech delivered in the Council on the 31st July 1928 by His Excellency the Governor of Bengal (Sir Stanley Jackson).**

GENTLEMEN,—In view of the important nature of the subjects with which the Council will be asked to deal during this session, I have thought it advisable to take advantage of my privilege of addressing the members to-day.

The list of business before the Council is a formidable one. There are six non-official Bills, six Government Bills and three Supplementary Demands, and I should like to refer briefly to some of the more important subjects in the list.

The Council will be asked to consider the Bengal Tenancy (Amendment) Bill of 1928. I do not know if I can refer to this Bill as an old friend, but in view of it having been before the Council in one form or another since 1926, I gather that most of you have at least a nodding acquaintance with it. Some anxiety was shown by members during the last session as regards the delay in proceeding with this Bill.

The Select Committee appointed by the last Council submitted their report as far back as July 1926, but I understand that when the Bill emerged from the Select Committee, it was so amended as to make it almost unrecognizable as the original Bill, and important general principles were seriously affected. Under these circumstances, Government thought it necessary to refer the report of the Committee to a Special Committee to be examined in detail. This Committee included an eminent Judge of the High Court who has lately been officiating as a Member of the Executive Council.

The main provisions of the Bill which aim at granting substantial rights to under-raiyats, and the recognition of the transferability of the holdings of occupancy tenants, are bound to be of far-reaching consequence. All agricultural interests must be affected by them and specially the vast agricultural population of the province, the bulk of whom are unfortunately still illiterate and unable to voice their own needs. Government cannot, therefore, be blamed for proceeding with special caution. The trend of legal decisions have convinced Government in their conclusions that the necessity for such a measure becomes more apparent every year. Government have now decided to ask the Council to take the Bill into consideration forthwith, though I believe there are some who consider that there is still work for

a Select Committee to-day—that is for the House to decide. I hope the result of your deliberations will be to place upon the Statute Book a measure which will equitably meet all interests and prove of lasting benefit upon all those dependent upon agriculture in this Presidency.

Another Bill which will be before the Council is the Bengal (Rural) Primary Education Bill. There must be general agreement as to the urgent need in rural Bengal for a sound and practical system of primary education. I fear it has to be admitted that, as far as primary education is concerned, progress in this Presidency does not compare favourably with other provinces in India, though one recognizes that we have been faced with exceptional difficulties. I find that the percentage of expenditure by some Governments to the total provincial revenues upon primary education is—

	Per cent.
Bombay	... 6
Bihar and Orissa	... 5·1
Punjab	... 3·6
Bengal	... 1·6

The present system of primary education, though made the most of, is inadequate: the teaching is inefficient and the distribution of schools unsystematic: teachers are under-paid and large numbers of the pupils, who attend primary schools, leave the schools before having received even the most elementary instruction, and, consequently, lapse into illiteracy.

In any country primary education should be regarded as the foundation of national life and progress. It ought to be the primary consideration. The efficiency of secondary and University education must, to a very large extent, be affected by the conditions of primary education. The introduction of a system of universal primary education in Bengal is anxiously and earnestly demanded by those communities who suffer from comparative backwardness in education.

The Bill before the Council has been carefully drawn with special regard to the conditions existent to-day throughout the Presidency. Some of the provisions of the Bill may not meet with general approval, but I hope that the Council will accept this Bill as a foundation upon which a larger and fuller system can be gradually built. By so doing you can hold out a reasonable hope to the children of Bengal of an opportunity of education without which their future prospects in life must indeed be dark and hopeless.

You will be asked to vote demands for increase of pay of jail warders amounting to Rs. 38,592. This is in accordance with the recommendation of the Indian Jails Committee, 1919-20, and the Bengal Jails Enquiry Committee of 1927.

I can say from experience of my visits to jails throughout the Presidency that the grant is very urgently necessary in the interest of efficiency and to meet the reasonable expectation of the men placed in such a position.

You will also be asked to sanction a grant of Rs. 5,37,000 to meet the cost of the proposals which have been submitted to Government for an increase in the scales of pay of some of the lower ranks of the Bengal and the Calcutta Police, in order to maintain these ranks at full strength and efficiency. These proposals have been conceived in the best interests of all classes of the community, and have received the approval of Government as a whole after most careful consideration, and I trust that the demand for money required to meet the expenditure thereon during the last four months of the current financial year will be acceded to by the Council.

The other supplementary demands come under the head of "Famine Relief and Insurance." I followed with care the debate which took place in the Council at the beginning of this month. We are all aware, especially those who have been in areas affected, of the unfortunate distress which has arisen in certain areas in this Presidency, through scarcity, owing to failure of last year's monsoons. The Government have made every endeavour to meet the requirements reported by their officers in the various districts affected. The charge which falls upon those whose responsibility it is to investigate, report and make demands upon Government is not an enviable one, and it would certainly be unfair to suggest that their natural sympathy and judgment in cases of distress are any less than those of others who are not officially responsible. From all accounts which can be relied upon, Government are satisfied that the officers in the districts have carried out their difficult duties well and have supplied a correct appreciation of the situation of each district. Government have complied with all the demands made by the local officers.

The policy of Government has been and is, that in cases of serious distress caused by scarcity, the full demand of the officers on the spot must be met regardless of other requirements, however urgent they may be. A sum of six lakhs and a half only was originally provided in the budget for agricultural loans, and the Hon'ble Finance Member has provided a further sum

of Rs. 8,25,000 by reappropriation. Government will continue to watch the situation with the utmost vigilance and sympathy.

There is one more subject to which I must refer. A year ago I made a statement with reference to the détenus under restraint under the Bengal Criminal Law (Amendment) Act and Regulation III. I was then able to announce considerable progress in the number of men released during the first eight months of last year, and I expressed a hope that the rate of gradual release then operating would continue. This gradual release has continued and is continuing to-day. The figures are—

In jail	... Nil
In village domicile	... 8
In home domicile	... 4
Externed from certain areas	... 2
Externed from Bengal	... 2
	—
Making a total of	... 16
	—

Provided nothing unforeseen occurs at the present rate of release now operating, this number of 16 should be gradually reduced, if not completely wiped out in the course of a few weeks.

It has been my good fortune to see nothing but reduction in the numbers of persons detained under the special Act which the Government were reluctantly forced to introduce to meet exceptional conditions. No one will be more pleased than I when the record shows that there is not one man under restraint under the operation of this Act and what applies to me in this respect equally applies to all those who have been responsible for the working of this Act. I sincerely trust that a movement which was met, and in similar circumstances would always have to be met, by exceptional measures, however repugnant it might be to Government to use them, will not again develop to the infinite harm of the province.

Gentlemen, if I were asked what I consider, after 16 months' experience and observation in the province, the most pressing and urgent needs of Bengal and what reforms might be calculated to bring the greatest good to the greatest number of its inhabitants, I should be inclined to express the view—

- (1) a full and efficient system of primary education;
- (2) encouragement to the cultivators of the soil and the amelioration of their conditions; and
- (3) irrigation.

It appears to me that opportunity of making a start upon two of these problems is now before the Council. Serious consideration of the third subject, in my judgment, cannot be long delayed. The control of the great waterways, unsurpassed in magnitude in the world, in places where for six months in the year there is too much water and six months much too little, is a task which would tax the ingenuity of man to the utmost, but I do believe there are great possibilities from a determined effort in connection with minor schemes.

The two Bills which are before you and to which I have referred supply a foundation upon which schemes for the future can be fashioned, which should help to bring some prosperity and contentment to the teeming millions throughout Bengal.

I thank you for the attention with which you have listened to me and I trust that the result of your deliberations will prove to the general welfare of the province and its people.



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